City of Oakland
Emergency Operations Plan

April 2023

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Executive Summary

The elected and appointed leaders of the City of Oakland (City) have developed an all-hazards Emergency Operations Plan (EOP) to ensure that the necessary and appropriate actions are taken to protect Oakland residents and visitors and their property from any threat or hazard. When threatened by any hazard, the City of Oakland is prepared to take immediate action. The City will marshal its resources, and work with the whole community – including voluntary organizations and the private sector – and, if necessary, solicit assistance from outside the jurisdiction.

The City of Oakland EOP recognizes that residents and all sectors of the community have a critical role and shared responsibility to take appropriate actions to protect themselves, their families and organizations and their properties. Planning that includes the whole community builds a resilient community.

I.   Overview of Plan Purpose and Structure

The City of Oakland EOP provides for the effective mobilization of all of City resources to meet any condition constituting a local emergency, state of emergency, or state of war emergency. It provides for the organization, powers and duties, services, and staff of the City's emergency organization and describes how the City will prepare for, prevent, respond to, recover from and mitigate the effects of all types of hazard and threats.

In accordance with the California Emergency Services Act (ESA) and Comprehensive Preparedness Guide 101 Version 2: Developing and Maintaining Emergency Operations Plans, the City of Oakland EOP describes methods for carrying out emergency operations, how resources are mobilized, fiscal/funding provisions to support emergency management programs/projects, the process for obtaining and rendering mutual aid, and how the public will be informed.

The concepts presented in this EOP are fully compliant with California's Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and the Incident Command System (ICS). The concepts presented in this EOP support regional plans, such as the Bay Area Regional Emergency Coordination Plan (RECP), the State of California Emergency Plan, and the National Response Framework. The City of Oakland EOP is a management document intended to be read and understood by City officials, departments and partner agencies prior to an emergency.

There are three parts to the City of Oakland EOP:

- Base Plan: This part of the City of Oakland EOP describes fundamental systems, strategies, policies, assumptions, responsibilities, and operational priorities that the City will follow to guide and support emergency management efforts.

- Emergency Support Functions (ESFs): The City of Oakland EOP establishes 17 ESFs that describe discipline-specific emergency goals, objectives, capabilities, and responsibilities. These ESFs include references to City agency/department plans and procedures.

- Incident Annexes: There are six supporting incident annexes that highlight unique planning assumptions, policies, procedures, and emergency preparedness, response, and recovery actions

specific to a particular hazard or threat. These include earthquake, severe weather, wildland fire, tsunami, terrorism, and civil unrest.

II. Purpose and Scope

The EOP establishes the framework for the effective and comprehensive integration and coordination of the emergency response and initial recovery actions of all levels of government, volunteer organizations, and the private sector within the City of Oakland.

The purpose of this EOP is as follows:

Assign responsibilities to organizations and individuals for carrying out specific actions that exceed routine responsibility at projected times and places during an emergency.

Establish lines of authority and organizational relationships and show how all actions will be coordinated in accordance with the City of Oakland's Emergency Ordinance, SEMS, and NIMS.

Outline critical support services and provide a management structure for coordinating and deploying essential resources.

Describe the hazards and threats that may affect the City of Oakland.

Describe authorities, policies, and procedures that govern the City of Oakland, its employees, and its residents during a disaster.

This EOP applies to all City agencies and departments and is intended to be used for all applicable hazards.

III. Hazards and Vulnerabilities

Table ES-2, Hazard Analysis Table, summarizes the frequency, typical warning lead times, estimated level of consequences, and size of the affected population at risk. It also shows that certain hazards can have warning lead times in certain circumstances and no warning lead time in others, requiring flexibility and scalability from the City's emergency management organization. Table ES-1 provides a legend for the Hazard Analysis Table.

Table ES-1: Hazard Analysis Table Legend

Rating	Frequency	Consequences
Low	Less than every 25 years	Some citywide impact possible. Usually handled with available City resources.
Medium	Between 1 and 25 years	Localized damage may be severe, citywide impact minimal to moderate. Handled with city resources and some mutual aid.
High	Annual	Moderate to high citywide impact. May require county, state, or federal assistance.

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Table ES-2: Hazard Analysis Table
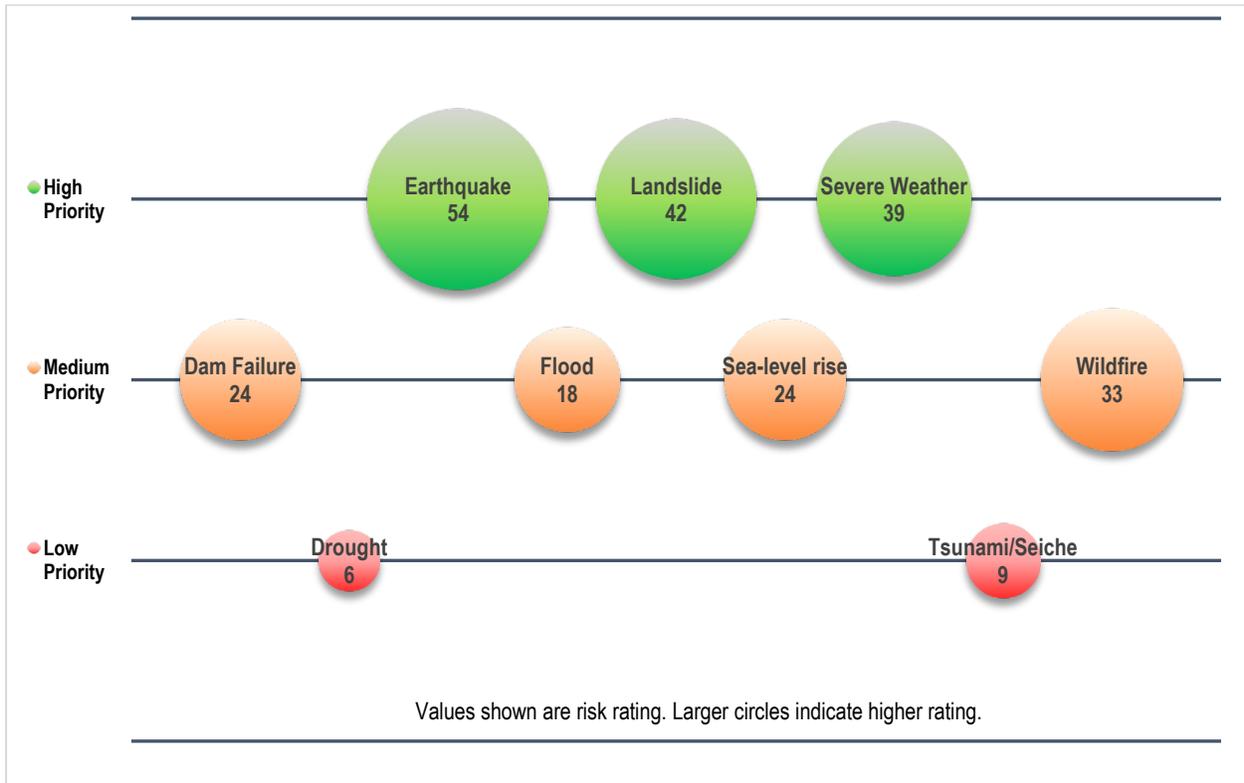
Values shown are risk rating. Larger circles indicate higher rating.

Hazard	Frequency	Warning Lead Times	Consequences	Population/Area at Risk
Technological Incidents				
Hazardous Materials	Low	Minutes/none	High	Medium
Energy Disruption	High	Weeks/none	Medium	High
Nuclear and Radiological Incidents	Low	None	Medium	High
Adversarial Incidents				
High Rise Fires	High	Hours to minutes	Medium	Low
Transportation Accidents	Medium	None	Low	Low
Civil Unrest	Medium	Days to hours/ none	High	Medium

Hazard	Frequency	Warning Lead Times	Consequences	Population/Area at Risk
Domestic Terrorism	Low	Days to hours	Low	Low
Biological/Chemical Weapons	Low	Days to hours	Medium	Medium

IV. Concept of Operations

The City of Oakland and the State of California respond to emergencies and disasters using SEMS, NIMS, and ICS. These management systems have been established to provide a standardized and effective response to multiagency and multijurisdictional emergencies in California. By standardizing key elements of the emergency management system, NIMS and SEMS facilitate the flow of information within and between levels of the system and facilitate coordination among all responding agencies.

NIMS, SEMS, and ICS consist of several levels which are activated, as necessary, starting with the field response level and then graduating as more resources or assistance are necessary to support the local government level, the Operational Area level[1], the regional level, and finally to the state level. This "bottom up" system supports the responsibility of local government to protect their citizens while permitting "top down" sharing of resources, alerts, warnings, and intelligence. Figure ES-1 shows the relationship between SEMS levels in an organizational structure.

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[1] The Operational Area is managed by Alameda County.

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Figure ES-1: SEMS Organizational Levels

A. EOC Organizational Structure

The City of Oakland EOC follows SEMS, NIMS, and ICS when activating its EOC. There are five sections within the City of Oakland EOC: Management, Operations, Planning and Intelligence, Logistics, and Finance and Administration. Table ES-3 describes the responsibilities of each section both in the field and in the EOC. Figure ES-2 shows the organizational structure that the City will follow to manage and coordinate information and resources for emergencies.

Table ES-3: Field and EOC SEMS ICS Functions

SEMS/ICS Section	Field Response Level	EOC
Policy Group	N/a	In the EOC, the Policy Group provides guidance and advice to EOC Management and EOC Sections. The Policy Group addresses policy issues associated with the incident (for example, establishing a curfew) as well as prepares and executes mayoral directives, orders, resolutions, and/or ordinances, as necessary.
Command/ Management	Field commanders are responsible for directing, ordering and controlling resources, assets, and personnel.	EOC management is responsible for facilitation and execution of overall

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SEMS/ICS Section	Field Response Level	EOC
		policy, coordination and directing support to first responders in the field
Operations	Implement tactical field operations as specified by the incident action plan in a coordinated manner.	Coordinate and/or support all emergency response operations in accordance with the EOC Action Plan.
Planning and Intelligence	Collect, evaluate, and document intelligence and situational understanding of the emergency.	Collect, evaluate, and disseminate information and maintain documentation related to the City of Oakland's emergency response activities.
Logistics	Provide facilities, services, personnel, equipment, and materials to support the emergency.	Provide facilities, services, personnel, equipment, and materials to support the emergency.
Finance and Administration	Provide financial and cost analysis and administrative support not handled by the other sections.	Coordinate and support administrative and fiscal responsibilities for the overall emergency.

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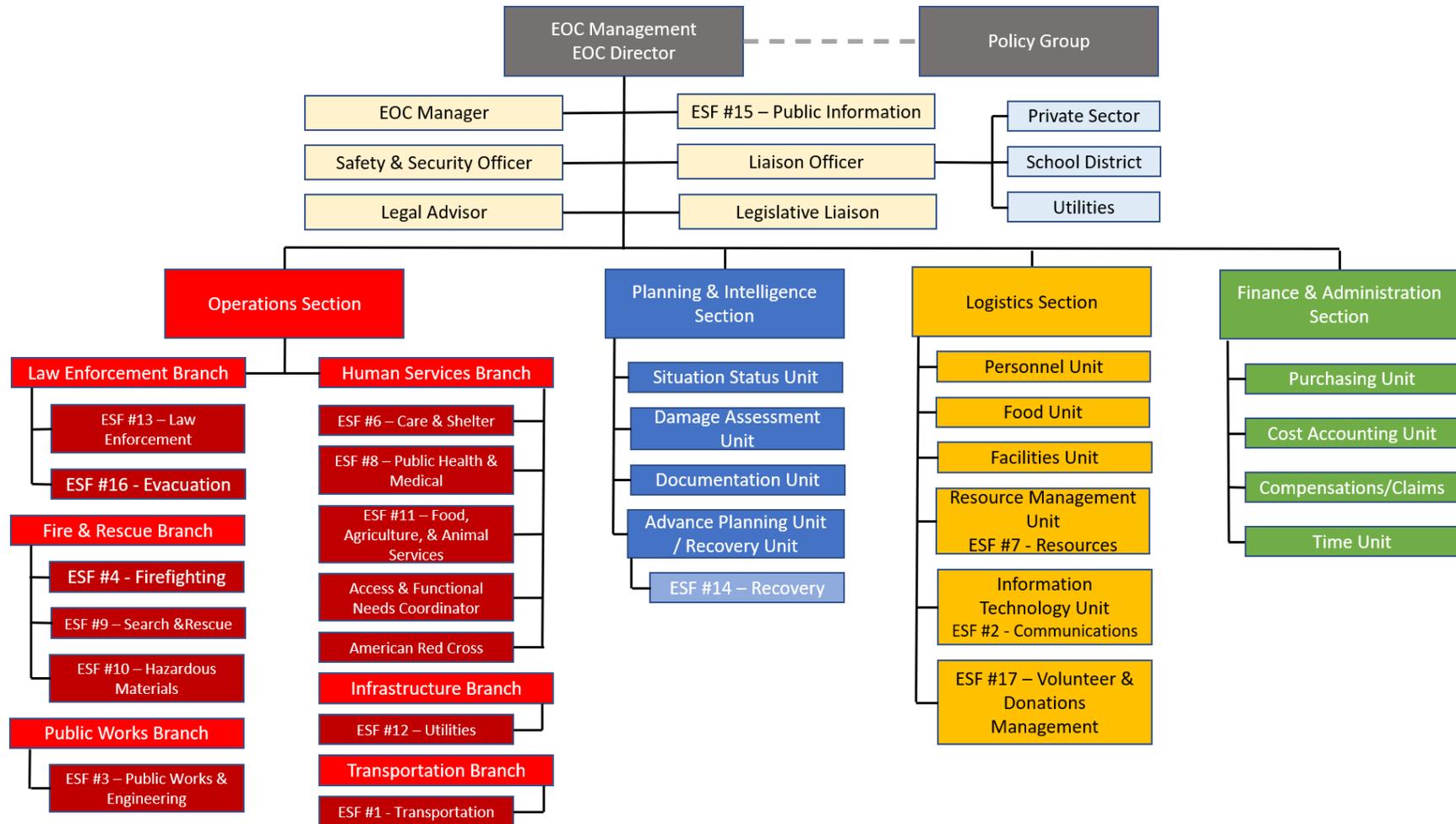
Figure ES-2: EOC Organizational Structure

B. City of Oakland EOP and EOC Activation

The philosophy of City of Oakland is that the EOP is always activated to reflect a constant state of readiness. The response and recovery portions of this plan will be implemented when an incident or event is considered imminent or probable and the implementation of this plan and the activation of the City of Oakland EOC is considered a prudent, proactive measure. The EOP will be implemented at the appropriate response levels during the following conditions:

- An incident occurs or is imminent

- As directed by the City Administrator, Oakland Emergency Services Manager, Fire Chief, Chief of Police, or Public Works Director

- A Local Emergency is proclaimed

- A Local Public Health Emergency is proclaimed

- The EOC will be activated and staffed at a level to meet emergency response needs

Level Three (Standby, Monitoring, and Alert): Minor to moderate emergency where local resources are adequate and available. A local emergency may or may not be declared. The City of Oakland EOC may or may not be activated. Off-duty personnel may be recalled.

Level Two (Partial or Full Activation): Moderate to severe emergency where local resources are not adequate and mutual aid or operational area resource coordination may be required on a regional or even statewide basis. Management-level personnel from entities involved should co-locate in a central location to provide jurisdictional or multijurisdictional coordination. The EOC will be activated either in-person or virtually when anticipating operational area activation or resource coordination. Off-duty personnel may be recalled. A local emergency may be declared and a state of emergency may be proclaimed.

Level One (Full Activation): Major local or regional disaster where resources in or near the affected area are overwhelmed and state and/or federal resources are required. A local emergency will be declared. A state of emergency proclamation and a presidential declaration of an emergency or major disaster will be requested. All response and early recovery activities will be conducted from the EOC. All key off-duty personnel will be recalled.

C. Operational Priorities

The City of Oakland has established the following general priorities for establishing response goals, prioritizing actions, and developing operational strategies.

Saving Lives: The preservation of life is the top priority for the City of Oakland and takes precedence over all other considerations.

Addressing Human Needs: Beyond the simple preservation of human life, all possible efforts should be made to provide for basic human needs, including food, water, shelter, and security.

Ensuring the equitable distribution of resources to Black, Hispanic/Latine, Indigenous, Asian American, Pacific Islander, and People of Color: The City of Oakland has conducted a Race and Equity Impact Analysis, which revealed that communities who face the most disproportionate impact throughout the preparedness, response, and recovery of a disaster include BIPOC, AAPI, and AFN communities. Areas of impact include in personal finance, education, and access. Ensuring equity for these communities should be considered and addressed as a high priority.

People with Disabilities and Others with Access or Functional Needs[2]: People with disabilities and others with access and functional needs may require assistance to provide for time- sensitive needs or support services to maintain health and safety and maximize independence. The needs of this population should be considered and addressed as a high priority.

Protecting Property: All feasible efforts must be made to protect public and private property and resources (including critical infrastructure) from damage during and after an emergency.

Protect the Environment: All possible efforts must to of Oakland's environment and protect it from damage during and after an emergency.

Restore Basic Services: Power, water, sanitation, transportation, and other essential services must be restored as rapidly as possible to enable residents and businesses to resume their normal activities.

Support Community and Economic Recovery: City of Oakland representatives must work with the community to ensure that recovery operations are conducted efficiently, effectively, and equitably, promoting expeditious recovery of the affected areas.

D. Sequence of Events

Figure ES-3 shows the general sequence of events prior to and following an emergency, including the emergency proclamation process.[3]

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[2] The Americans with Disabilities Act (ADA) defines persons with functional needs as persons who have: (1) a physical or mental impairment that substantially limits one or more of the major life activities of such individual; (2) a record of such an impairment; or (3) being regarded as having such impairment; inclusive of individuals with temporary and permanent limitations and those who may function independently without the presence of an emergency but who may need assistance during an incident. The City of Oakland uses this definition.

[3] The following exhibit is adapted from the California State Emergency Plan, October 2017.
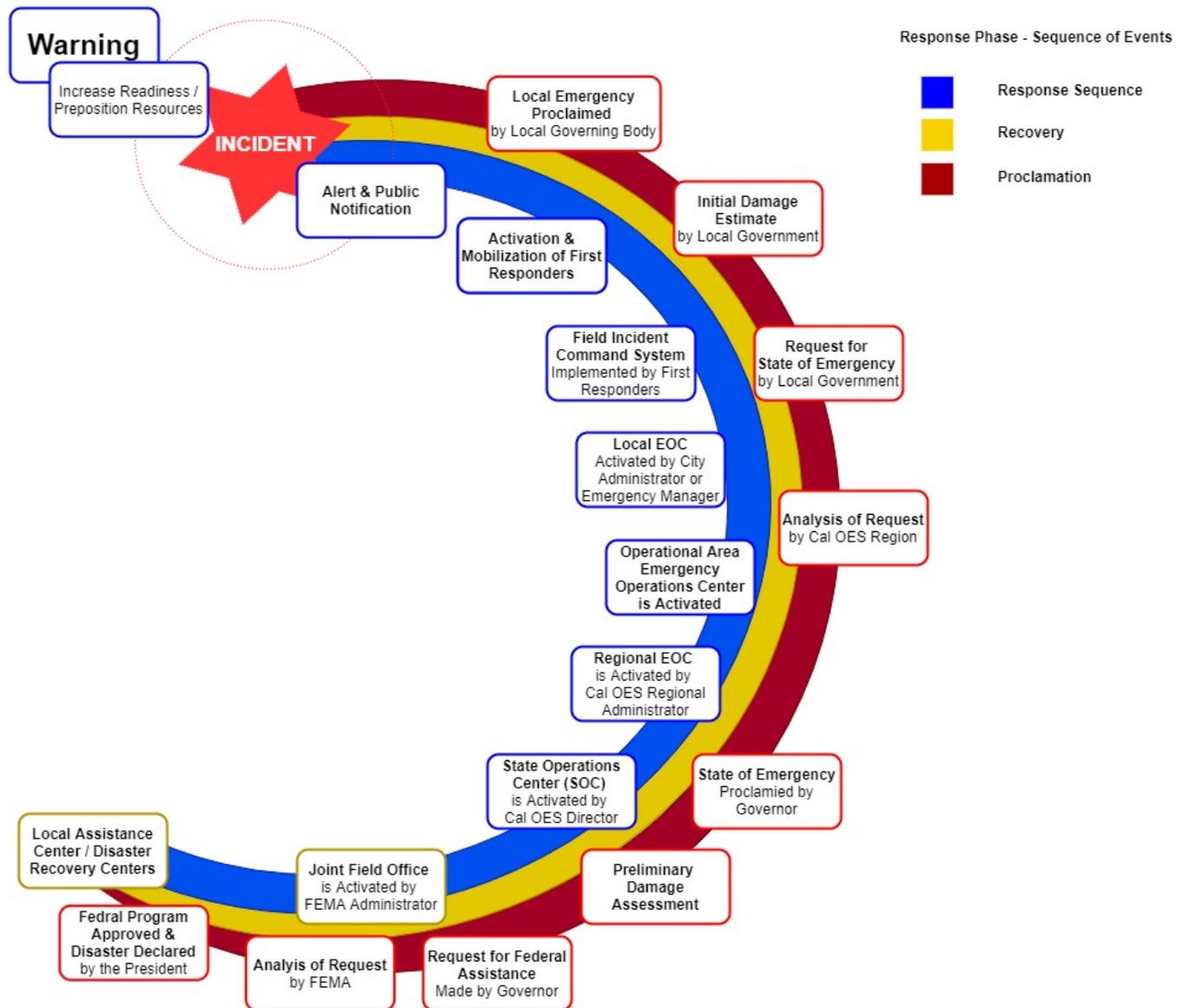
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E. Emergency Support Functions

The City has established ESFs. Table ES-4 provides an overview of each ESF and the primary agencies/departments responsible for coordinating and executing the ESF.

Table ES-4: Description of ESF Responsibilities and Primary Agency or Department

ESF	Primary Offices/Departments	Description
ESF #1: Transportation	Oakland Department of Transportation	• Traffic restrictions • Civilian transportation support • Transportation safety • Coordination with the transportation industry (federal, state, and local, including private and public)
ESF #2: Communications	Information Technology Department	• Restoration/repair of telecommunications infrastructure • Coordination with the communications industry (federal, state, and local, including private and public)
ESF #3: Public Works and Engineering	Oakland Public Works Department	• Infrastructure protection and emergency repair • Infrastructure restoration • Engineering services, construction management, and damage assessment • Coordination with public works and engineering industry (federal, state, and local, including private and public)
ESF #4: Firefighting	Oakland Fire Department	• Firefighting activities • Coordination with the fire-fighting industry (federal, state, and local, including private and public)
ESF#5: Management	Emergency Management Services Division City Administrator's Office	• Coordination of event management activities • Coordination with the emergency management industry (federal, state, and

ESF	Primary Offices/Departments	Description
		local, including private and public)
ESF #6: Mass Care and Shelter	Oakland Parks, Recreation, and Youth Development Department Human Services Department	• Mass care • Disaster sheltering and housing
ESF# 7: Resources	City Administrator's Office	• General resource support (facility space, office equipment and supplies, contracting, and services)
ESF# 8: Public Health and Medical	Human Services Department Oakland Fire Department	• Public health • Medical services • Mental health • Food safety and security
ESF #9: Search and Rescue	Oakland Fire Department	• Urban search and rescue activities, including but not limited to heavy rescue, collapsed structure rescue, confined space rescue, and high- and low- angle rescue
ESF #10: Hazardous Materials	Oakland Fire Department	• Oil and hazardous materials (chemical, biological, radiological, etc.) response
ESF #11: Food and Agriculture	Human Services Department Oakland Animal Services Department	• Food assistance • Coordination with the agriculture industry • Domestic animal services
ESF #12: Utilities	Oakland Public Works Department	• Infrastructure assessment, repair, and restoration • Coordination with the energy industry (federal, state, and local, including private and public) • Tagging/approval of electrical and gas industry connection
ESF #13: Law Enforcement	Oakland Police Department	• Public safety/security support for access, traffic control, and crowd control issues

ESF	Primary Offices/Departments	Description
		• Coordination with the law enforcement industry (federal, state, and local, including private and public)
ESF #14: Recovery	City Administrator's Office Emergency Management Services Division	• Information coordination and collection in support of the local emergency proclamation process and requests for assistance • Coordination and management of initial recovery efforts to ensure recovery needs are identified and addressed for survivors, businesses, nongovernmental agencies, and City departments within the City of Oakland • Support the transition to a Long-Term Recovery Organization, if needed, to lead the City's long-term recovery efforts, as provided for in the City's Disaster Recovery Framework and Recovery Support Functions
ESF #15: Public Information	City Administrator's Office	• Conduct media relations • Gather and disseminate public information • Work with the Joint Information Center
ESF #16: Evacuation	Oakland Police Department Oakland Fire Department	• Authorization, direction, routing, and relocation of people from their homes, schools, and places of business
ESF #17: Volunteer and Donations Management	City Administrator's Office Office of the Mayor	• Coordinating processes used to ensure the most efficient and effective utilization of unaffiliated volunteers and unsolicited donated goods during disasters

ESF	Primary Offices/Departments	Description
		• Receiving, accounting and distributing donations • Register, train, assign and track volunteers

V. Coordination, Communication and Resource Flow

Figure ES-4 shows the coordination, communication, and resource flow of information and resources between all levels of government.

Figure ES-4: Coordination, Communication, and Resource Flow
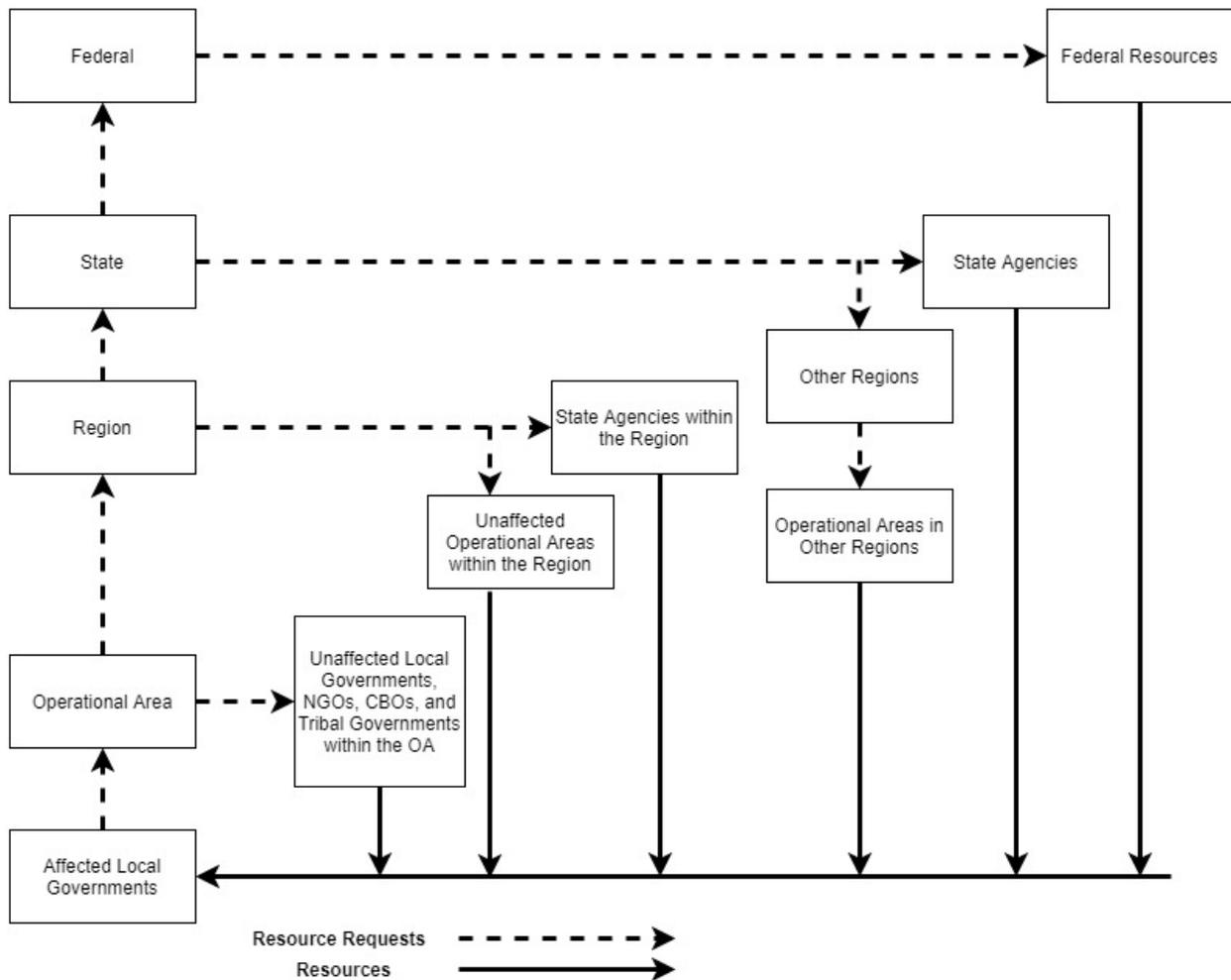
VI. Plan Review and Maintenance

The City of Oakland Emergency Management Services Division (EMSD) will revise and update the City of Oakland EOP on a regular basis or following an emergency or exercise. The EOP will be updated based on deficiencies identified in simulated or actual use or due to organizational or technological changes.

The Emergency Operations Plan (EOP) describes the City of Oakland's (City's) actions, policies, and functions during emergency incidents which impact the City. Annexes to this plan describe response actions and responsibilities in more detail. The EOP takes an "all-hazards" approach to responding to an emergency within the City of Oakland.

This plan also describes the role of the City of Oakland's Emergency Operations Center (EOC) and the coordination that occurs between the EOC, City of Oakland agencies and departments, including first responder and other response agencies, and the county, regional, state, and federal levels.

This EOP is an evolving, dynamic document, and Emergency Management Services Division (EMSD) of the Oakland Fire Department is responsible for its review and revision as detailed in Section 8. This plan complies with the National Incident Management System (NIMS), the National Response Framework (NRF), the Standardized Emergency Management System (SEMS), the Incident Command System (ICS), and the State of California Emergency Plan (SEP).

1.1 Purpose

The City of Oakland EOP provides for the effective mobilization of all of City resources to meet any condition resulting from a large scale planned or unplanned event, local emergency, state of emergency, or state of war emergency. It outlines the organization, roles and responsibilities, and describes how the City will prepare for, prevent, respond to, recover from, and mitigate the effects of all types of hazards.

The EOP establishes the framework for the effective and comprehensive integration and coordination of the emergency response and initial recovery actions of all levels of government, volunteer organizations, and the private sector within the City of Oakland.

The purpose of this plan is as follows:

- Assign responsibilities to organizations and individuals for carrying out specific actions that exceed routine responsibility at projected times and places during an emergency.
- Establish lines of authority and organizational relationships and show how all actions will be
- Coordinated in accordance with the City of Oakland's Emergency Ordinance, SEMS, and NIMS.
- Outline critical support services and provide a management structure for coordinating and deploying essential resources.
- Describe the hazards and threats that may impact the City of Oakland.
- Activation of this plan reduces the vulnerability of people and property to disasters and establishes the means to respond effectively to actual occurrences or threats of emergencies or disasters.

1.2 Scope

The City of Oakland EOP is designed to address all hazards that could adversely affect the City of Oakland. It covers the full range of complex and constantly changing requirements to threats or actual emergencies and disasters. As such, it is the blueprint for all City of Oakland emergency and disaster operations, including natural disasters, technological disasters, and human-caused incidents.

This plan is applicable to all City of Oakland departments and employees. It describes the fundamental policies, strategies, and general concept of operations to be used to manage the emergency or disaster from its onset through the initial recovery phase.

Section 1: INTRODUCTION

The City of Oakland EOP applies to the jurisdictional boundaries of the City of Oakland and City-owned resources and assets.

The EOP is supported by function-specific (Emergency Support Function [ESF]) and incident-specific (Incident) Annexes.

1.2.1 Emergency Support Function Annexes

A listing and description of the City of Oakland ESF Annexes can be found in Section 4.1.

1.2.2 Incident Annexes

The following Incident Annexes address preparedness, response, and recovery concepts for incident-specific conditions:

- Earthquake
- Severe Weather
- Tsunami
- Wildland Fire
- Terrorism
- Civil Unrest
- Epidemic/ Pandemic

1.3 Situation and Assumptions

1.3.1 Situation

The City of Oakland, California, is located on the eastern shore of the San Francisco Bay in northwestern Alameda County referred to as the East Bay. It is the county seat for Alameda County and covers an area of approximately 53 square miles, with an average elevation of 42 feet. The City of Oakland is part of the San Francisco Bay Area UASI which includes 12 counties, 3 major cities, and 100 incorporated cities. The unique features and the proximity to several critical infrastructure facilities led to the designation of the City of Oakland as a Tier 1 city for the Urban Areas Security Initiative (UASI) and a Tier 1 port.

Population Demographics: Based on the United States Census Bureau data for 2021, Oakland's population is 433,823.[4] Oakland is one of the most ethnically diverse major cities in the United States, with significant representation from African American, Hispanic and Latino, and Asian and Pacific Islander communities making up more than 65.4 percent of the population. Approximately 7.7% of the general population

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[4] U.S. Census Bureau, Oakland, CA, 2021.

have one or more disabilities, a higher percentage than neighboring San Francisco and California overall[5], and additional populations are defined as having access or functional needs (AFN), including limited English proficiency or non-English speaking[6]. Approximately 40.1 percent of the population speaks a language other than English at home.[7] These communities are also likely to be disproportionately impacted by disasters.

Economic Profile: Oakland's leading industries are business and health care services, transportation, food processing, light manufacturing, government, arts, culture, and entertainment. According to the City of Oakland's 2020 Comprehensive Annual Financial Report,[8] the top 10 employers in Oakland are Kaiser Permanente/Kaiser Foundation, the Oakland Unified School District, Alameda County, the City of Oakland, Bay Area Rapid Transit (BART), the State of California, UCSF Children's Hospital Oakland, Alameda Health System (Highland Hospital), Southwest Airlines, and Sutter Hospital, Medical Foundation, and Support Services. The Port of Oakland is a major container ship facility that is the fifth busiest ports in the United States for container ships. The Port of Oakland supports more than 84,000 jobs in the region and nearly 200,000 jobs are related to the movement of cargo through Oakland marine terminals.[9]

Topography: According to the United States Census Bureau, the city has a total area of 78.0 square miles (202 km2). 55.8 square miles of it is land and 22.2 square miles of it (28.48 percent) is water. Grizzly Peak, in the Berkley Hills, is Oakland highest points, 1,758 feet above sea-level. Oakland has 19 miles of shoreline.

Oakland can be broadly separated into two sections – the flatlands and the hills. About two-thirds of Oakland lies in the flat plain of East Bay and is prone to flooding. One-third of Oakland rises into the hills of the East Bay range and is prone to wildland fires and landslides.

Attractions: The City of Oakland is home to many popular attractions. Historical museums, the Coliseum, Chinatown, historic houses/places, the zoo, city parks and recreations areas, theaters, churches, and boating centers are all located within the City of Oakland. Additionally, the City of Oakland has two professional sports teams (Athletics and the Oakland Panthers). Furthermore, the City of Oakland hosts many cultural events throughout the year. While these attractions and events are enjoyable for the residents and provide revenue for the City of Oakland, each one poses a significant security threat.

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[5] Ian Langtree. U.S. Disability Statistics by State, County, City and Age. Retrieved May 31, 2017 from https://www.disabled-world.com/disability/statistics/scc.php

[6] CA Gov. Code 8593.3 defines access and functional needs as individuals who have developmental, intellectual, or physical disabilities; chronic conditions or injuries; or limited English proficiency or non-English speaking; or individuals who are older adults, children, or are pregnant; living in institutional settings; low-income, homeless, and/or transportation disadvantaged; or from diverse cultures.

[7] U.S. Census Bureau, 2010, American Community Survey, 5 Year Estimates.

[8] City of Oakland, California, Comprehensive Annual Financial Report for the Year ended August 30, 2016.

[9] Port of Oakland, Oakland, California, Comprehensive Annual Financial Report for the Years Ended June 30, 2015 and 2016.

Section 1: INTRODUCTION

Transportation Infrastructure: The City of Oakland's bridges, ferries, airports, and seaports combined with several interstate highways and passenger and freight rail lines make it a transportation hub in Northern California.

Major Roadways: Major routes through Oakland include Interstate 980, which runs north and south through the city, and Interstate 880, the Nimitz Freeway, which runs east and west. Add 580, 80, 24 and 13

Port: The Port of Oakland is a major West Coast port and it is the fifth busiest port in the United States, handling over 2 million freight units annually.

Airports: The Port of Oakland also owns the Metropolitan Oakland International Airport, located south of the central business district in Oakland. Terminal 1 has 17 gates and all international arrivals are handled in Terminal 1. Terminal 2 has 13 gates. North Field serves general aviation and charter flights. In 2015, approximately 11.2 Million passengers and over 1 billion pounds of cargo passed through Oakland International Airport. In addition to Oakland International, there are several private heliports in the city: Alameda County General Services Agency, UCSF Children's Hospital Oakland Heliport, the Naval Hospital Heliport, and the Oakland Convention Center Heliport. The Metropolitan Oakland International Airport also runs a public heliport.

Bridges: The San Francisco-Oakland Bay Bridge (known locally as the Bay Bridge) is a pair of bridges forming part of Interstate 80 and provides a direct connection between San Francisco and Oakland. On average approximately 270,000 vehicles per day crosses its decks.

In 1989 during the Loma Prieta earthquake, a 50-foot section of the upper deck of the eastern truss portion of the bridge at Pier E9 collapsed onto the deck below, indirectly causing one death. Since then the Bay Bridge has been and is being seismically retrofitted. In particular, the western suspension span and concrete supports has undergone extensive seismic retrofitting. The eastern span was replaced with new construction in 2013 and the old eastern span bridge removed.

Tunnels: There are two main tunnels in Oakland. The Caldecott Tunnel runs between Oakland and Contra Costa County and is part of Route 24/William Byron Rumford Freeway/I-580. The second major tunnel system is the Posey Tube and the Webster Street Tube, two parallel underwater tunnels connecting the cities of Oakland and Alameda, California, running beneath the Alameda-Oakland Estuary. Currently, the Posey Tube carries Oakland-bound traffic under the Estuary, while the Webster Tube carries traffic bound for Alameda.

Transit Providers: BART and Alameda-Contra Costa Transit District (AC Transit) provide transportation for the daily commuters to and from Oakland. The 2010 American Community Survey census data states that 24.3 percent of Oakland residents used public transportation, walked, or used "other means" to commute to work, which does not include the 17 percent of Oakland households being "car free" and or statistically categorized as having "no vehicles available". In the event of an emergency incident, these residents should be considered as those with access and functional needs, especially when evacuation or disruption to normal public transit operations are anticipated.

Section 2 of this EOP describes the relative probability and types of hazards that affect Oakland as well as the geographic areas, populations, and critical facilities likely to be affected by particular hazards. The information reflects the 2021-2026 Local Hazard Mitigation Plan (LHMP).

1.3.2 Assumptions

Emergency management coordination in the City of Oakland is based on a bottom-up approach to response and recovery resource allocation. Local response efforts precede county response efforts, then

state response efforts, and finally federal government assistance with each level exhausting its own resources prior to elevation to the next level of government.

Homeland security statutes or regulations may govern certain response activities that fall under federal jurisdiction. The recovery of losses or reimbursements of costs from federal resources will require preparation and compliance with certain processes in accordance with the Stafford Act and California Disaster Assistance Act. The following assumptions were considered during the development of this plan:

- Effective preparedness requires ongoing public awareness and education programs, with additional effort in reaching BIPOC, AAPI and AFN communities, so that citizens will be prepared, when possible, and understand their own responsibilities should a major disaster or emergency event occur.

- Residents living within the City of Oakland boundaries are encouraged to develop a family disaster plan and maintain the essential supplies to be self-sufficient for a minimum of 72 hours and up to 2 weeks.

- Disaster relief from agencies outside the City of Oakland may take 72 hours or more to arrive.

- Time of occurrence, severity of impact, weather conditions, population density, building construction, and secondary events such as fires, explosions, structural collapse, contamination issues, loss of critical infrastructure, and floods are a few of the significant factors that will affect casualties and damage.

- Damages to infrastructure will likely be manifested in direct physical and economic damages to facilities and systems, will diminish emergency response abilities due to inaccessible locales, will cause inconvenience or overwhelming distress due to temporary or protracted service interruptions, and will result in long-term economic losses due to the economic and physical limitations of recovery operations.

- During an emergency, the City of Oakland may be required to coordinate operations and resources that meet the following criteria:
  - Span the spectrum of emergency management, including mitigation, preparedness, response, and recovery
  - Address incidents that result in numerous casualties, fatalities, displaced people, property loss, disruption of normal life-support systems and critical infrastructure, essential public services or basic infrastructure, and significant damage to the environment
  - Require prolonged, sustained emergency management operations and support activities

- The top priorities for emergency management are as follows:
  - Saving lives and protecting the health and safety of City of Oakland residents, visitors, first responders, and employees
  - Addressing human needs
  - Assisting BIPOC, AAPI, and all communities who have been found to be disproportionately impacted by disasters
  - People disabilities and others with access and functional needs
  - Protecting property

- o Protecting the environment

- o Restoring basic services

- o Encouraging timely and effective community and economic recovery

- Resource management (including mission assignment, coordination of mutual aid via the Operational Area, deployment, and demobilization) is coordinated from the City of Oakland EOC during emergencies or disasters.

- Emergencies or disasters that affect the City of Oakland may affect the surrounding jurisdictions; therefore, it may be necessary for the City of Oakland to prepare for and carry out emergency or disaster response and short-term recovery operations in coordination with other regional entities.

1.3.3 Race and Equity Impact Analysis (REIA)

The City of Oakland strives to explicitly embed racial equity in its decisions and policies. Unlike the blatantly discriminatory policies of the past, most policies today are not designed to intentionally exclude or to create additional barriers for people of color. But unfortunately, many policies still have real consequences that adversely affect how people of color experience and are impacted by systems. These policies seemed to be "race neutral" or "race silent" but their repeated application led to outcomes that, over time, cause disparities that are predictable by race.

A Race and Equity Impact Analysis is an assessment done in order to guide plans to ensure equitable response across disadvantaged community groups. The City of Oakland has conducted this assessment to inform the methods and assumptions of the EOP.

The first stage of this analysis was research of available academic resources that highlighted racial or other minority community disparities within the field of emergency management. With the findings this research has revealed, we approached Black, Indigenous, and People of Color (BIPOC), Asian American and Pacific Islander (AAPI), and Access and Functional Needs (AFN) community groups and members to present our findings and validate the accuracy of the findings and to inquire on what other areas of experienced or anticipated impact we have missed.

Our research has found that communities who face the most disproportionate impact throughout the preparedness, response, and recovery of a disaster include BIPOC, AAPI, and AFN communities.

People with access and functional needs include anyone who needs assistance because of any mental or physical condition, whether temporary or permanent, that limits their ability to do one or more major life activities. Those who have access and function needs may include, but are not limited to: older

adults, children, or people with limited English proficiency, chronic or acute conditions or injuries, physical, developmental, or intellectual disabilities, or who rely on public transportation.[10]

Areas of impact by theme are as follows:

Personal finance
- Cost of living – The high cost of living in the Bay Area makes it incredibly difficult for some low-income families to effectively prepare for disaster. Monetary focus for these families is concentrated on affording rent, food, and other daily costs, let alone budgeting time and money to implement self-preparedness measures such as an emergency kit or obtaining complete insurance coverage.
- Loans – Some recovery loans, such as low interest loans provided by the government, are impacted by credit score, disproportionately affecting low-income households. Furthermore, approval rates tend to be low. For example, only 13% of loans that FEMA gives through the small business administration are approved.

Education
- Digital literacy – Some members of the Oakland community may not have the digital literacy to access disaster resources offered. Given that much of the disaster preparedness resources available are located online with few paper copies available, this proves as a significant barrier.
- Language barriers – Most disaster related resources available require 12th grade level reading comprehension creating difficulty for those who may not have had higher educational attainment or lack English fluency.

Access
- Digital accessibility - Some members of the Oakland community may not have access to technology (i.e., computers, phones) or high-speed internet, hindering their ability to access online disaster resources.

The City of Oakland is committed to taking intentional steps to further equity and ensuring that considerations are made for these disproportionately impacted communities based on these findings. We strive towards a city where everyone has access to resources and opportunities that meet their essential needs during times of emergency.

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[10] CalOES, Access & Functional Needs. https://www.caloes.ca.gov/office-of-the-director/policy-administration/access-functional-needs/

Section 2: HAZARD ANALYSIS

A disaster can occur at any time within the City of Oakland. All areas of the City of Oakland are at risk for three types of threats or hazards:

- **Natural Hazards:** Emergencies that are caused by forces extraneous to man in elements of the natural environment such as drought, earthquake, epidemic, flood, landslide, severe weather (rain, wind, lightning, etc.), and wildfires.

- **Technological Incidents**: Emergencies that involve materials that are made by humans and are accidents such as an airplane crash, dam failures, hazardous materials release, power failure, train derailment, and urban conflagration.

- **Human-caused Incidents:** Disasters created by man that are intentional such as transportation incidents involving hazardous substances, major air and ground transportation incidents, civil disturbances, school violence, terrorists or bomb threats, sabotage, radiological release, and nuclear, biological or chemical attack.

The City of Oakland prepares a Local Hazard Mitigation Plan (LHMP), which is intended to assess the risks to residents and assets within the City. The LHMP identifies and analyzes hazards applicable to the City of Oakland, provides a risk and vulnerability assessment, and provides mitigation strategies and actions toward risk reduction. The LHMP functions as an appendix to the Safety Element of the City of Oakland General Plan.

The 2021–2026 LHMP was adopted on June 15, 2021. Refer to the 2021-2026 LHMP for further information on hazards, risk assessment, and mitigation strategies.

2.1 Methods and Assumptions Used to Develop Hazard Analysis

The assumptions and methods used to develop the following hazard profiles leverage the analysis completed for the 2021-2026 LHMP using a thorough review of existing reports and plans and incorporating GIS-based hazard software to estimate the losses caused by disasters.

The City of Oakland examined the hazard exposure of its urban land based on ABAG's data. The following data applies to the 35,993 urban acres in the City of Oakland:

The risk assessment process estimated the potential loss of life, personal injury, economic injury, and property damage resulting from identified hazards. The process focused on the following elements:

- **Hazard identification**—Use all available information to determine what types of hazards may affect a jurisdiction, how often they can occur, and their potential severity.

- **Exposure identification**—Estimate the total number of people and properties in the jurisdiction that are likely to experience a hazard event if it occurs.

- **Vulnerability identification and loss estimation**—Assess the impact of hazard events on the people, property, environment, economy, and lands of the region, including estimates of the cost of potential damage or cost that can be avoided by mitigation.

The risk assessment in the hazard mitigation plan evaluates the risk of natural hazards prevalent in the planning area and meets requirements of the Disaster Mitigation Act (44 CFR, Section 201.6©(2)). To protect individual privacy and the security of critical facilities, information on properties assessed is presented in aggregate, without details about specific individual personal or public properties.

- Earthquake – A level 2 analysis was performed to assess earthquake exposure and vulnerability for three scenario events and one probabilistic event; a Hayward Fault event, a San Andreas Fault event, a Calaveras Fault event, and a 100-year probabilistic event. **Figure 2-1** shows earthquake major faults in the region. **Figure 2-2** shows the liquefaction susceptibility in the planning area. **Figure 2-3** shows the worst case earthquake scenario for the planning area.

- Flooding – 3,398 acres are in the 100-year flood plain, while 6,417 acres are in other flood-prone areas. **Figure 2-4** shows the 100 and 500 year floodplain.

- Wildfires – Wildfires continue to present a significant threat to the planning area. Wildland-urban interface (WUI) areas are places where combustible vegetation meets combustible structures. The hazard in such areas is bi-directional: wildfires can burn homes, and home fires can burn into wildland. The densely populated Oakland Hills form the eastern board of the city and are part of the WUI. **Figure 2-5** shows the Fire severity zone for the City of Oakland.

- Dam inundation – Flooding from dam failure in Oakland is considered unlikely. However, as shown in **Figure 2-6**, 11,347 acres in Oakland are vulnerable if a dam failure occurs.

- Tsunami – 11,134 acres are within the inundation area, as shown in **Figures 2-7** (West Oakland) and **2-8** (East Oakland).

- Drought – All 35,993 urban acres in Oakland are subject to drought.

- Landslide – **Figure 2-8** shows the landslide hazard areas in the planning zone.

Figure 2-1: Earthquake Faults

Liquefaction Susceptibility in the Planning Area

Water	Moderate	City Limits
Very Low	High	
Low	Very High	

Data Sources: Esri Basemap,
City of Oakland, USGS
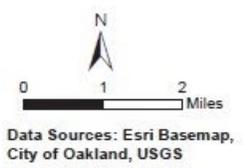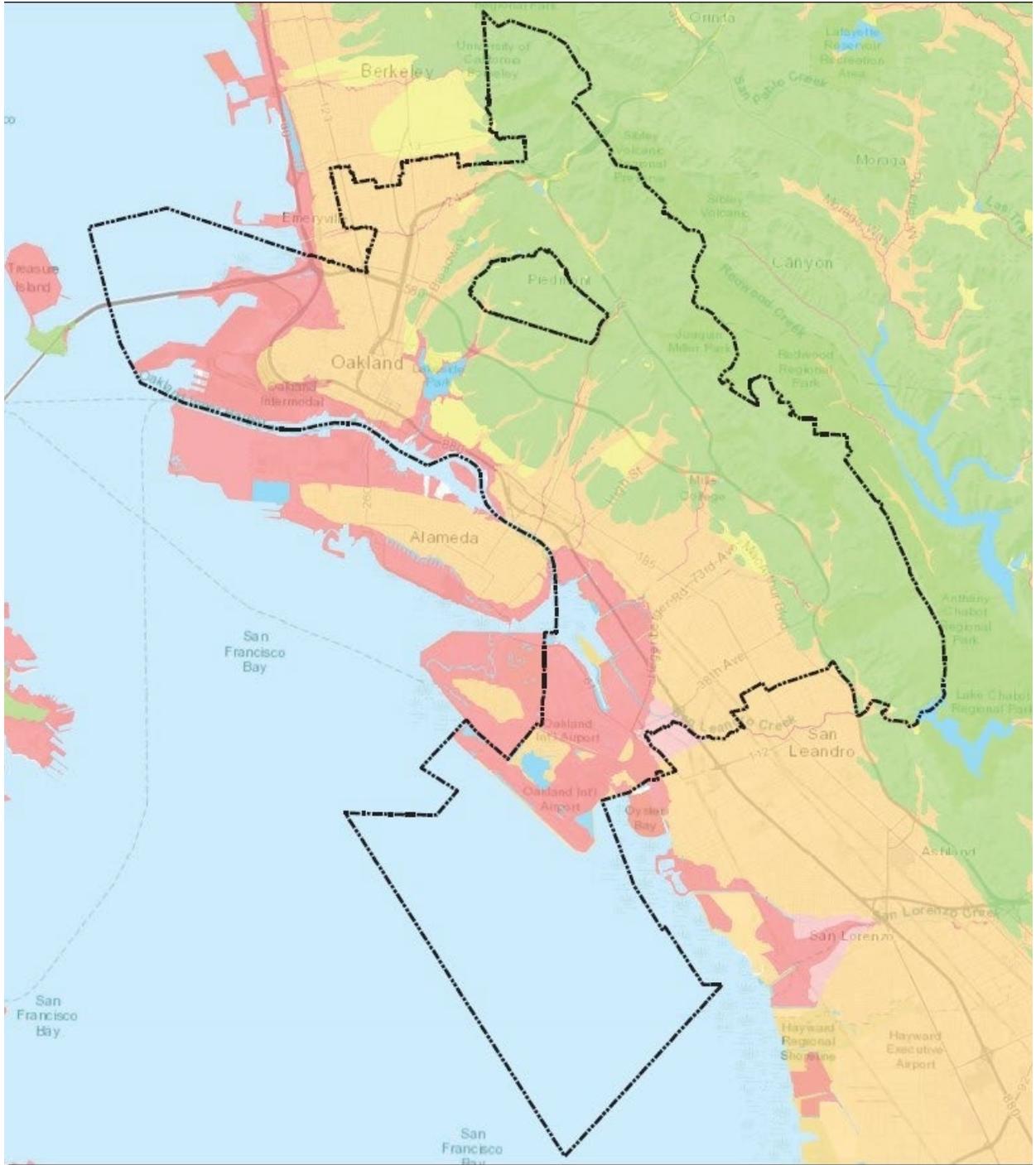
Figure 2-2: Liquefaction Hazard Levels for the City of Oakland
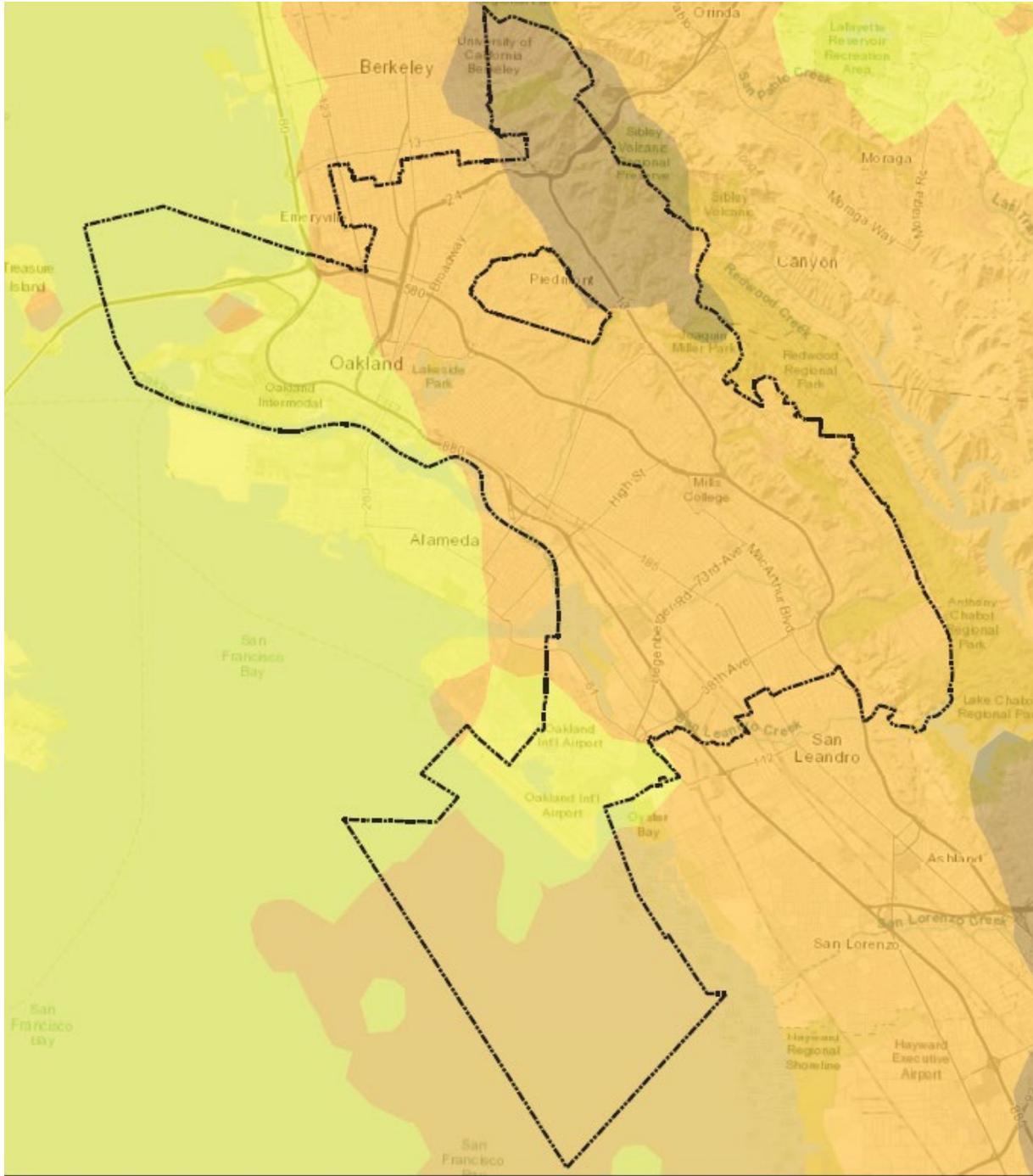
Figure 9-6. Hayward (Hay Wired) M7.05 Scenario

Modified Mercalli Intensity Scale

IV (Light/None)	VII (Very Strong/Moderate)
V (Moderate/Very Light)	VIII (Severe/Moderate-Heavy)
VI (Strong/Light)	IX (Violent/Heavy)

City Limits

Intensity scale described as: (potential damage / perceived shaking)

N

0   1   2 Miles

Data Sources: Esri Basemap,
City of Oakland, USGS

Figure 2-3: Hayward (Hay Wired) M7.05 Scenario

FEMA DFIRM Flood Hazard Areas

- 1% Annual Chance Flood (100-Year)
- 0.2% Annual Chance Flood (500-Year)
- City Limits

N

0   1   2 Miles

Data Sources: Esri Basemap,
City of Oakland, FEMA
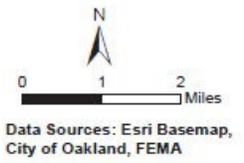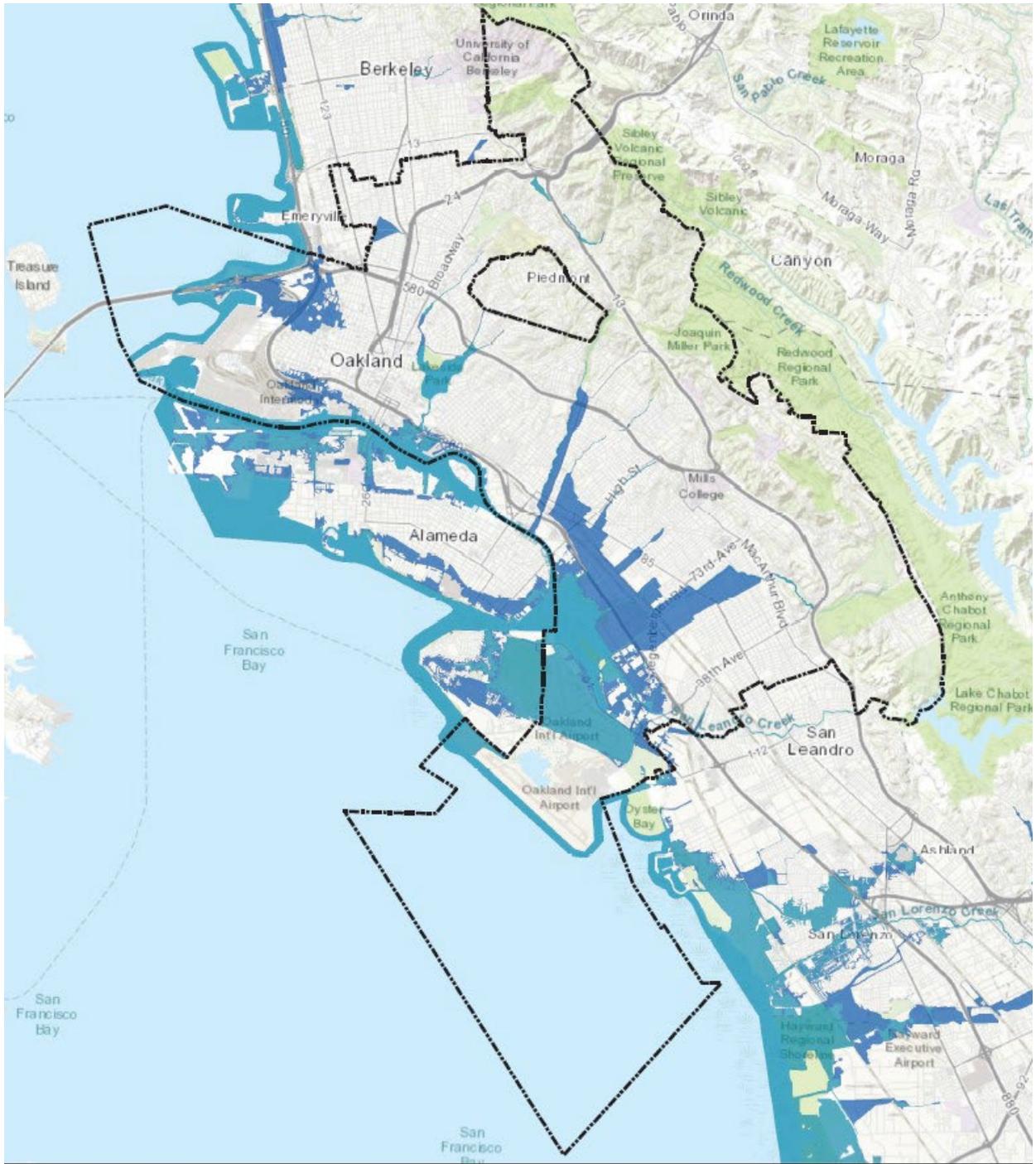
Figure 2-4: 100 and 500 Year Floodplain

Fire Hazard Severity Zones

Fire Hazard Severity Zones within WUI [ ] City Limits

Moderate

High

Very High

Data Sources: Esri Basemap,
City of Oakland, CAL FIRE
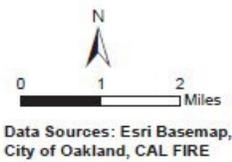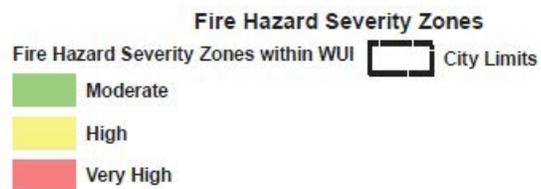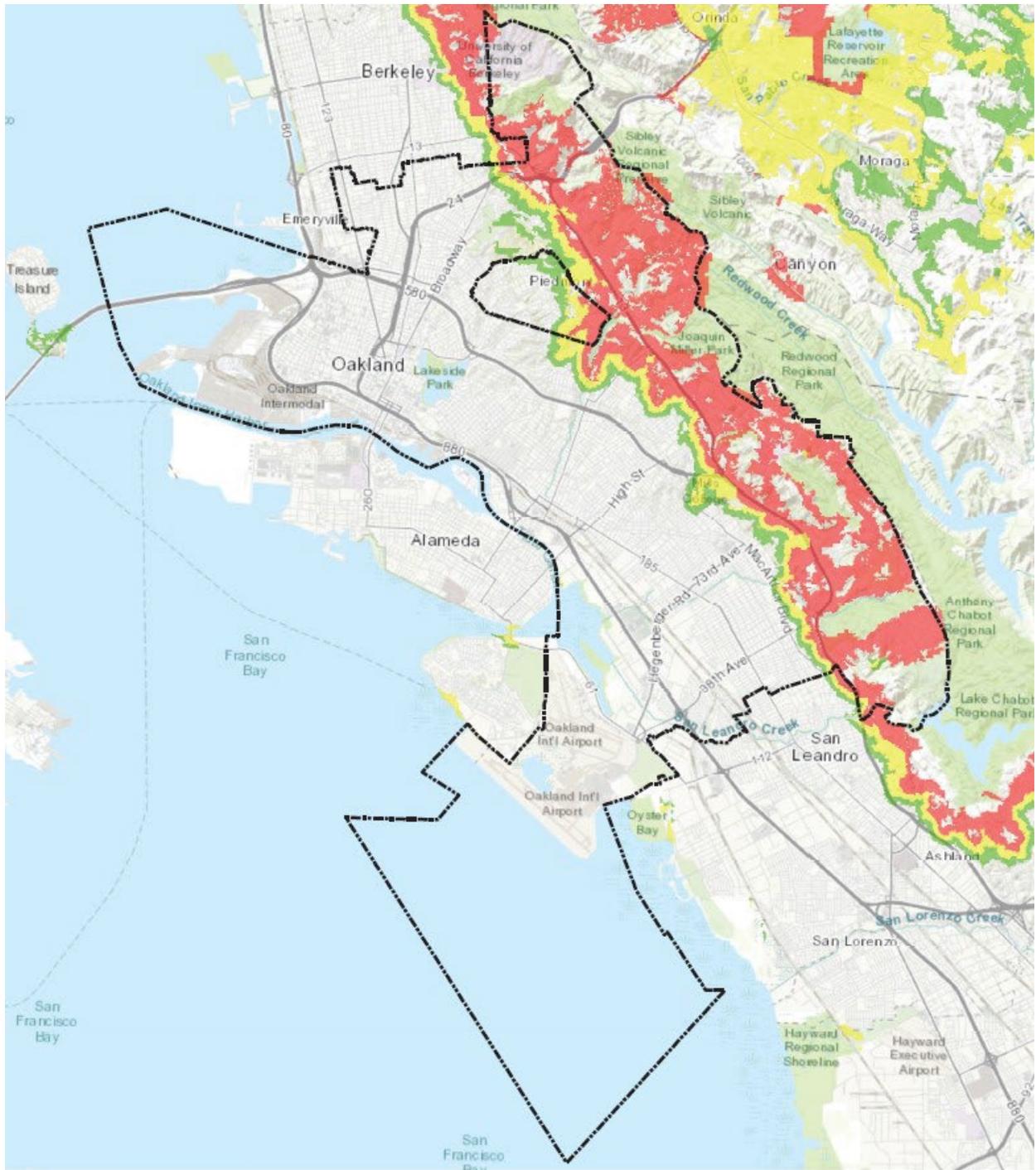
Figure 2-5: Wildfire Risk Zones
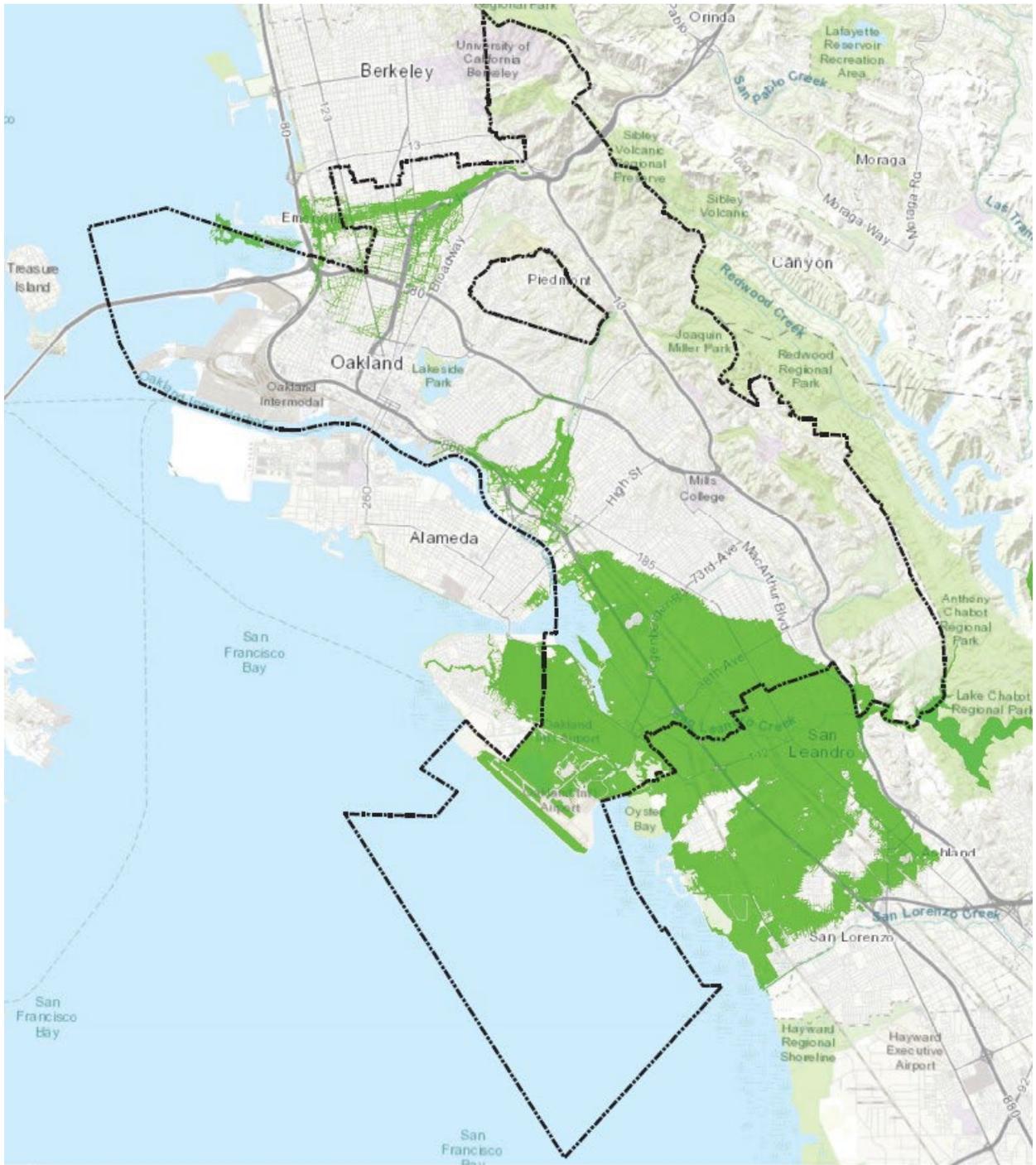
Combined Dam Failure Inundation Mapping

🟩 Inundation Area

⬛ City Limits

N

0   1   2 Miles

Data Sources: Esri Basemap,
City of Oakland, CA DWR

Figure 2-6: Dam Inundation Zones
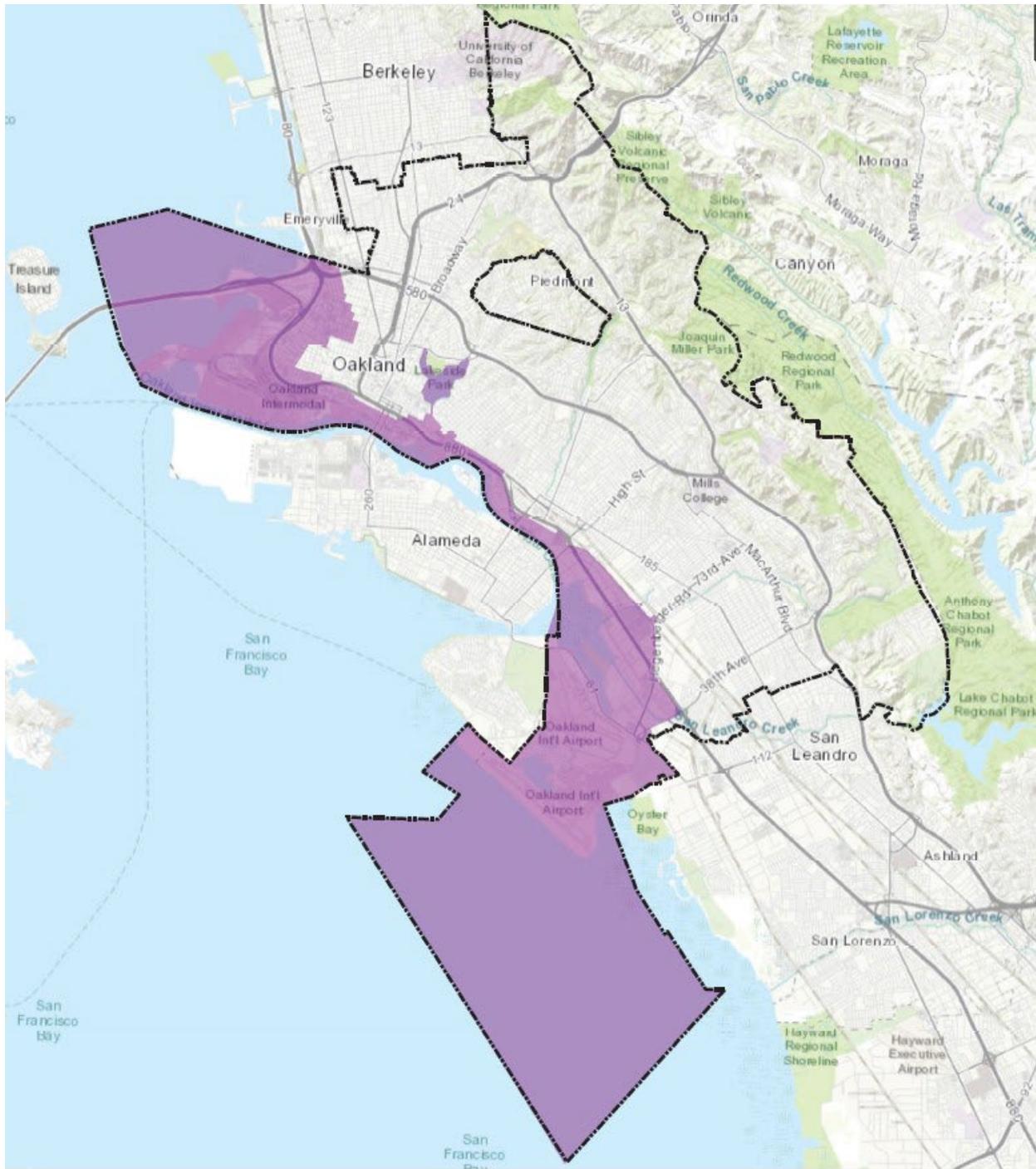
Figure 2-7: Oakland Tsunami Inundation Zone

Landslide Hazard Zones in the Planning Area

Susceptibility to Deep-Seated Landslides

- Low
- Moderate
- High
- Very High
- City Limits

Data Sources: Esri Basemap,
City of Oakland, CGS
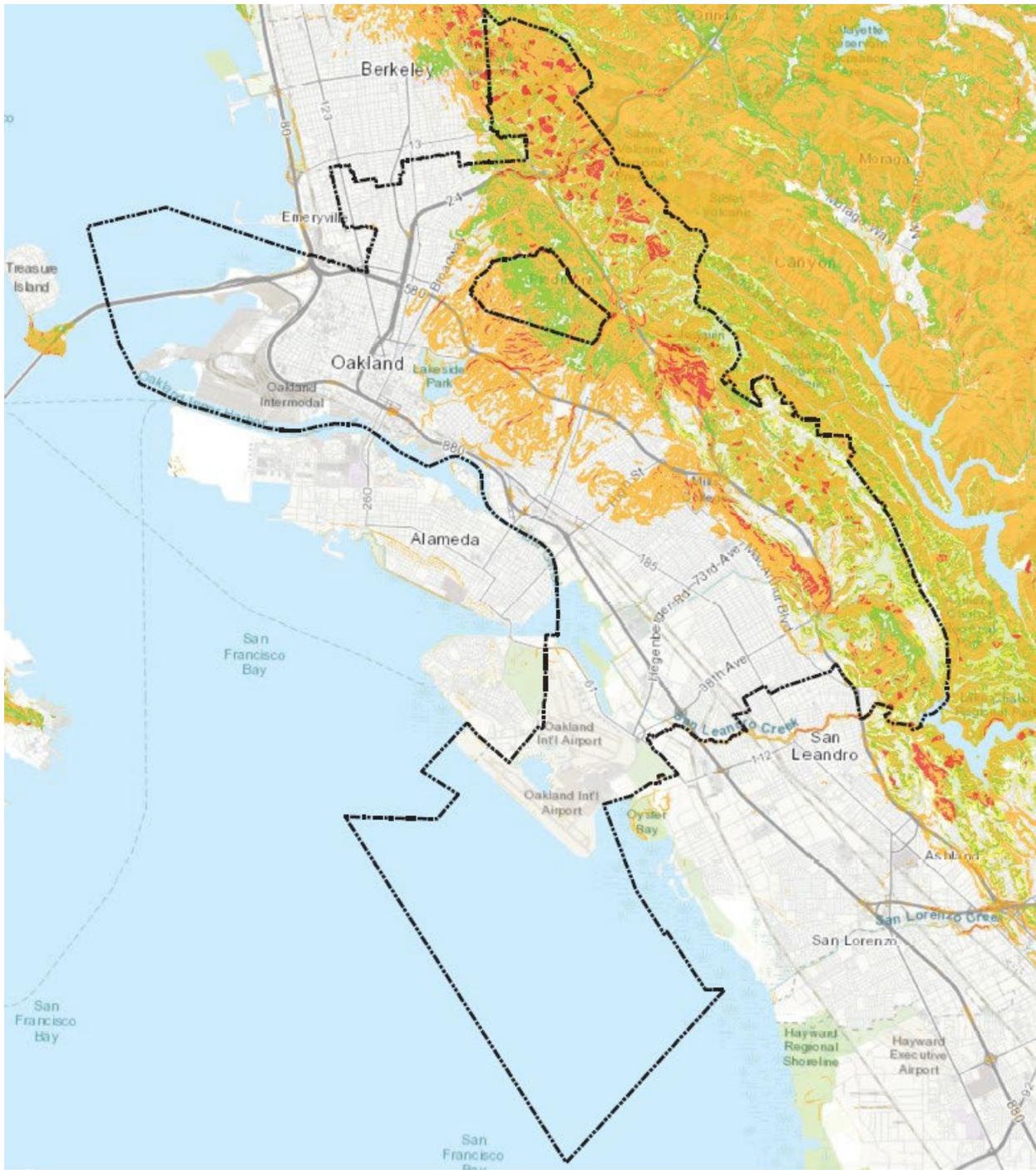
Figure 2-8: Landslide Susceptibility Values for the City of Oakland

2.2 Natural Hazards

Numerous natural hazards increase the susceptibility of the City of Oakland. Active fault zones pose the threat of earthquakes, while steep mountains adjacent to the City to the east create a potential for landslides, debris flows, flooding, and rock falls.

2.2.1   Earthquakes

The natural disasters with the largest potential to affect the Bay Area are earthquakes. Earthquake-related hazards may include ground shaking, soil liquefaction, surface fault rupture, tectonic subsidence, slope failure, and problems related to changes in groundwater. According to the California Geological Survey, hundreds of fault zones have been identified in the state. The San Andreas Fault Zone lies at the juncture of two tectonic plates. The San Andreas Fault traverses the western part of the state from the Colorado basin in the southeast to the Bay Area in the north. Located along the northern California coast, the Cascadia Subduction Zone is a source of major earthquakes in the Pacific Northwest.

The Hayward Fault Zone runs parallel to the San Andreas Fault and is about 74 miles long. It is situated mainly along the western base of the hills on the east side of San Francisco Bay and it runs through Oakland as well as other densely-populated areas, including the cities of Richmond, El Cerrito, Berkeley, San Leandro, Hayward, Fremont, and San Jose.

A major earthquake in the northern part of California or a moderate earthquake in the immediate vicinity of the City of Oakland has the potential to create widespread damage and loss of life. Damage from this hazard will be extensive in the event of a moderate to large earthquake. For example, in a magnitude 6.9 earthquake on the entire Hayward fault (extending from San Pablo Bay to the border of Alameda and Santa Clara counties), the ABAG has estimated over 150,000 uninhabitable housing units and 1,700 road closures.

2.2.2   Floods

Flooding poses a serious risk to life, property, public health and safety. The City of Oakland is a substantially populated urban area with vulnerable populations that are located in flood-prone areas in the San Francisco Bay Area. Furthermore, the history of redlining intersects greatly with flood prone areas, whose inhabitants continue to largely be members of BIPOC, AAPI, and other disadvantaged communities.[11] In addition, many urban areas are not protected by levees and are subject to recurring, seasonal flooding by local rivers or streams.

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[11] Climate and Economic Justice Screening Tool, 2022

2.2.3 Landslides

Landslides commonly occur in connection with other major natural disasters such as earthquakes, volcanic eruptions, wildfires, and floods. However, landslides can also be caused by normal seasonal rainfall or erosion. The City of Oakland could be at risk for landslides both as a primary hazard and as a secondary.

2.2.4 Wildfire

Depending on terrain and vegetation, wildfire hazard risk exposure is generally pervasive in the entire State of California. Oakland has experienced the devastating effects of wildfire in the last 30 years. The Wildland Urban Interface (WUI) within Oakland is subject to hot and dry fall seasons, consist of wind- susceptible topography, flammable vegetation, dense development, and limited accessibility for firefighting. Given the current drought conditions, the probability of another wildfire is increasing. As such, the Oakland hills remains vulnerable to another catastrophic event.

2.2.5 Volcanic Eruption

Although active volcanoes are not present within the City of Oakland, California has several active and potentially active volcanoes that could pose a hazard. In the northern part of the state, there are several volcanoes that are a part of the Cascade Range. The most notable of the Cascade Range volcanoes are Lassen Peak, which erupted from 1914 until 1917, and Mount Shasta. The United States Geological Survey (USGS) has established a volcano observatory to monitor conditions of the activity, but volcanoes are still a hazard that could affect the City of Oakland. Due to the low geographical elevation, the City of Oakland could be at risk for lava flow and volcanic ash dispersion.

2.2.6 Dam and Levee Failure

There are 13 active dams, reservoirs, and clearwells that, in case of failure, would cause flooding in Oakland. Additionally, there are small ponds and water tanks scattered throughout the City, the failure of which could result in the sudden release of a sizable volume of water. Failure of such a facility in the Oakland hills could cause isolated damage to structures downhill. These 13 facilities, listed by owning entity, are:

- Central, Claremont, Dingee, Dunsmuir, and 39th Avenue reservoirs, the dams at Lake Chabot and at Upper San Leandro reservoir, and the Upper San Leandro filtration plant clearwells (owned by the East Bay Municipal Utility District [EBMUD]). EBMUD completed its seismic improvement program for water tanks and pipelines in 2005. Estates Reservoir, an open-cut reservoir located within the City of Oakland, was replaced with two concrete tanks and construction was completed in June 2014. EBMUD also has a dam safety program, carried out in cooperation with the DSOD, to confirm that its facilities are safe for continued operation.

- Lake Temescal dam (owned by the East Bay Regional Park District).

- Lower Edwards and Upper Edwards reservoirs (owned by the Mountain View Cemetery Association).

Flooding from dam failure, while unlikely, could have catastrophic impacts on portions of North and East Oakland. The dam and reservoir failures resulting in the largest flooded areas in Oakland would be those of Central reservoir and of Lake Chabot, Lake Temescal and Upper San Leandro reservoir dams. Of particular concerns are the Lake Temescal dam, since it straddles the main trace of the Hayward fault, and the Lake Chabot dam, which is located only one-quarter mile east of the fault. In the event of dam failure, Lake Temescal's waters would follow the Temescal stream course, inundating an area one block wide north of Highway 24 to College Avenue that would then broaden to several blocks wide west of College. Failure of the Lake Chabot dam (and of the Upper San Leandro reservoir dam) would inundate much of the Brookfield Village district and the industrial areas near the airport (as well as a large portion of San Leandro). The risk posed by dam failures is mitigated by the regulatory safeguards in place and should be

weighed not only against the extremely rare occurrence of dam failure in the United States but also against the significant benefits provided by water-storage facilities.

2.2.7   Severe Weather

Extremely hot or cold temperatures can result in death, especially among the medically fragile, older adults, and people experiencing homelessness, and can have significant effects on agriculture. The City of Oakland can experience days that are over 100 degrees as well as freezing conditions. Freezing temperatures caused emergency conditions in 1970, 1972, 1973, 1990, and 2007. Approximately 20 people die each year from heat-related emergencies, but a severe or extended heat wave can cause more casualties. The City of Oakland is at risk for severe weather that can affect the entire population.

2.2.8   Tsunami

Large underwater displacements from major earthquake fault ruptures or underwater landslides can lead to ocean waves called tsunamis. Since tsunamis have high velocities, the damage from a particular level of inundation is far greater than with a normal flood event. Tsunamis can result from offshore earthquakes within the Bay Area or from distant events. Depending on the location of an incident, a tsunami can reach the California coast in as little as 10 minutes or take up to 12 hours. The earthquake in Japan in March 2011 caused tsunami warnings along the entire California coast.

The lack of advance warning with tsunamis will indicate time sensitive implications for evacuation of residents, especially for those with access and functional needs and those who rely on transportation methods that would be unavailable during an emergency.

In the 100 years between 1868 and 1968, 19 tsunamis were recorded at the Golden Gate tide gauge, with a maximum wave height of 7.4 feet. The scarcity of data makes it difficult to estimate the tsunami hazard in Oakland. However, past tsunamis have resulted in little damage around San Francisco Bay.

2.2.9   Epidemic and Public Health

Emerging and re-emerging infections such as the global AIDS pandemic, 12 mosquito-borne illnesses, hemorrhagic fevers, COVID-19, pandemic flu, and the resurgence of tuberculosis and cholera in new, more severe forms, and the economic and environmental dangers of similar occurrences in animals and plants attest to our continuing vulnerability to infectious diseases throughout the world. The City of Oakland is an urban area that has an increased risk of exposure due to the high-density population. In addition, the City of Oakland is home to a diverse BIPOC and AAPI community, who are more likely to work essential jobs requiring in-person and contact heavy work, thus indicating a disproportionate risk of exposure.[12]

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[12] Rogers. T. N. et al. (2020) Racial Disparities in COVID-19 Mortality Among Essential Workers in the United States. https://doi.org/10.1002/wmh3.358

2.2.10 Food and Agriculture Emergency

Agriculture includes animal and plant products that are produced and consumed within the City of Oakland. Damage to agriculture, including loss of crops and death of animals, can be the secondary impact of another emergency such as severe weather or flooding, or can result from disease and pest infestation. Disruption in production or distribution of agriculture products can result in food shortages. Agriculture products, including those produced within California and those shipped into the state, are at risk of contamination at various points in the production cycle. Food contamination can result in both localized and widespread food-borne illness, thereby causing a public health emergency. Moreover, food shortages lead to increases in food costs, which have a disproportionate impact on lower income individuals who may already struggle to get food. Several of the disasters in the Bay Area in the last few decades are related to insect infestation, particularly as they relate to agricultural production.

2.3 Technological Incidents

Technological hazards include hazardous materials incidents and nuclear power plant failures. Usually, little or no warning precedes incidents involving technological hazards. Numerous technological hazards could affect the City of Oakland.

2.3.1 Hazardous Material Emergency

The California Health and Safety Code defines "hazardous material" as any material that, because of quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment. Hazardous materials are grouped into the following four categories, based on their properties: toxic (causes human health effects), ignitable (has the ability to burn), corrosive (causes severe burns or damage to materials), and reactive (causes explosions or generates toxic gases). Depending on the severity of release and type of material, a hazardous materials emergency may cause injury, death, property damage, environmental damage, or may result in orders to evacuate or shelter in place. The City of Oakland has approximately 140,000 businesses that are regulated for storing, transporting, or handling hazardous materials.

The Certified Unified Program Agency (CUPA) is the administrative agency that coordinates and enforces numerous local, state, and federal hazardous materials management and environmental protection programs within the City of Oakland. The California Environmental Protection Agency (CalEPA) has designated the Alameda County Department of Environmental Health (ACDEH) as the CUPA for the City of Oakland.

Additionally, the transportation of hazardous materials is a delicate and dangerous operation. Many accidents occur each year when transporting hazardous materials. According to the National Response Center, from May 2016 – May 2017 there were approximately 23 reports of hazardous materials spills.

2.3.2 Energy Disruption

Energy disruption may have significant effects on the state's economy, environment, and standard of living. During extreme weather, an energy disruption may result in a risk to public health and safety. Additionally, those who are on medical life support or otherwise rely on energy powered devices will be at significant risk.

The City of Oakland obtains electric power from a variety of in- and out-of-state sources, including gas-fired power plants, nuclear power plants, hydropower, and renewable sources such as wind, geo-thermal and solar power. The City of Oakland's energy production, storage, and distribution systems are vulnerable to physical hazards as well as shortages caused by market forces, weather, and operating conditions.

2.3.3   Nuclear and Radiological Incidents

There are two categories of nuclear and radiological incidents: (1) inadvertent or otherwise accidental releases and (2) releases related to deliberate acts. These incidents may also include potential release of radioactive material that poses an actual or perceived hazard to public health, safety, national security, and/or the environment. The category covering inadvertent releases includes two categories of nuclear facilities (commercial or weapons production facilities), lost radioactive material sources, transportation accidents involving nuclear/radioactive material, domestic nuclear weapons accidents, and foreign accidents involving nuclear or radioactive material that affect the United States or its territories, possessions, or territorial waters. The second category includes but is not limited to response to the effects of deliberate attacks perpetrated with radiological dispersal devices (RDDs), nuclear weapons, or improvised nuclear devices (INDs).[13]

2.4 Human-Caused or Adversarial Incidents

The City of Oakland may not be able to prevent a human-caused hazard from happening, but it is well within the City of Oakland's ability to lessen the likelihood and/or the potential effects of an incident. The City of Oakland is vulnerable to the following human-caused hazards.

2.4.1   High-Rise Fires

High-rise fires are immediately dangerous to life and health. In the City of Oakland, there are 109 high-rise buildings and approximately 48 were built prior to 1974, not to current seismic safety building codes. Due to the uniqueness of a high-rise fire response, strong consideration must be given to fire ground operations, accessibility, communication, evacuation and rescue, equipment, water supply, air supply, training, and staffing. If any of those challenges are not met, the loss of life is significantly greater than a standard fire rescue call. Additionally, the property damage and business interruption caused by a fire will have negative economic effects on the City of Oakland.

2.4.2   Transportation Incidents

Transportation incidents involve the interruption or failure of transportation systems, including air, rail, and ground vehicles. With daily flights and an extensive highway and rail system, the potential for serious injuries or a mass casualty incident is an ever-looming threat for the City of Oakland.

2.4.3   Civil Unrest

Civil unrest is usually triggered by dramatic political or social events. The City of Oakland has experienced dramatic political and social events in the past and is at risk for significant civil unrest. Notable civil unrest incidents in the City of Oakland include actions related to the Johannes Mehserle trial, verdict, and release

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[13] National Response Framework, 2018.

(2009 – 2011); annual Occupy Oakland events starting in 2011; the George Zimmerman verdict in 2013; protests against the Ferguson Grand Jury decision in 2014; the 2016 Presidential Election; annual May Day general strikes and calls to action; and anti-police protests. The City of Oakland continues to be at risk for these types of events.

2.4.4 Terrorism

Terrorism is the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion, or ransom. Terrorists often use threats to create fear among the public, to try to convince citizens that their government is powerless to prevent terrorism, and to get immediate publicity for their causes. The Federal Bureau of Investigation (FBI) categorizes terrorism in the United States as one of two types: domestic terrorism or international terrorism.

Domestic terrorism involves groups or individuals whose terrorist activities are directed at elements of our government or population without foreign direction.

International terrorism involves groups or individuals whose terrorist activities are foreign-based and/or directed by countries or groups outside the United States or whose activities transcend national boundaries.

A terrorist attack can take several forms, depending on the technological means available to the terrorist, the nature of the political issue motivating the attack, and the points of weakness of the terrorist's target. Terrorism increases the likelihood of mass casualty and the possibility of uncontrolled mass evacuation from a target area. The City of Oakland participates in the Terrorism Liaison Officer (TLO) program.

2.4.5 Biological and Chemical Weapons

Biological agents are infectious microbes or toxins used to produce illness or death in people, animals or plants. Biological agents can be dispersed as aerosols or airborne particles. Terrorists may use biological agents to contaminate food or water because they are extremely difficult to detect. Chemical agents kill or incapacitate people, destroy livestock or ravage crops. Some chemical agents are odorless and tasteless and are difficult to detect. They can have an immediate effect (a few seconds to a few minutes) or a delayed effect (several hours to several days). The City of Oakland must continue to prepare for these types of weapons.

Hazard Analysis Table Summary

Table 2-1: Hazard Analysis Table Legend

Rating	Frequency	Consequences
Low	Less than every 25 years	Some citywide impact possible. Usually handled with available City resources.
Medium	Between 1 and 25 years	Localized damage may be severe; citywide impact minimal to moderate. Handled with City resources and some mutual aid.
High	Annual	Moderate to high citywide impact. May require county, state, or federal assistance.

Table 2-2: Hazard Analysis Table

High Priority

- Earthquake 54
- Landslide 42
- Severe Weather 39

Medium Priority

- Dam Failure 24
- Flood 18
- Sea-level rise 24
- Wildfire 33

Low Priority

- Drought 6
- Tsunami/Seiche 9

Values shown are risk rating. Larger circles indicate higher rating.
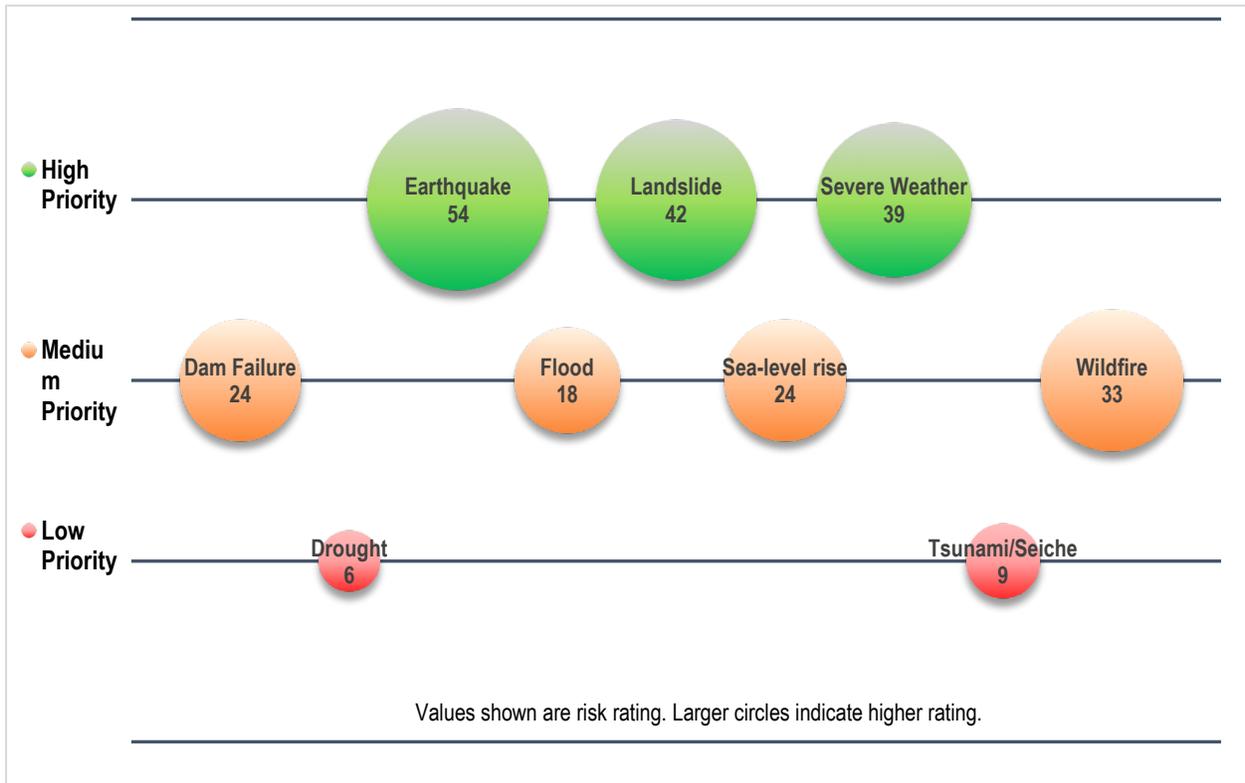
Table 2-3: Hazard Analysis for Technological and Human-Caused Incidents

Hazard	Frequency	Warning Lead Times	Consequences	Population/Area at Risk
Technological Incidents				
Hazardous Materials	Low	Minutes/none	High	Medium
Energy Disruption	Low	Weeks/none	High	High
Nuclear and Radiological Incidents	Low	None	Medium	High
Human-Caused Incidents				
High Rise Fires	High	Hours to minutes	Medium	Low
Transportation Accidents	Medium	None	Low	Low
Civil Unrest	Medium	Days to hours/ none	High	Medium
Domestic Terrorism	Low	Days to hours	Low	Low
Biological/Chemical Weapons	Low	Days to hours	Medium	Medium

2.5 Exposure and High-Risk Areas

The City of Oakland 2021-2026 LHMP describes the high-risk areas of Oakland urban land, road, transit and rail infrastructure, and city buildings and other critical health care facilities and schools within the City of Oakland limits. Refer to this plan for a detailed assessment and supporting maps of the high-risk areas.

In general, the hazard exposure of Oakland is increasing over time as the amount of urban land increases. However, the number of acres of urban land in the 100-year flood zone over the last 5 years has decreased due to changes in the new Federal Emergency Management Agency (FEMA) flood maps.

These high-risk areas encompass BIPOC, AAPI, and AFN communities who face compounded risks.

2.6 Regional Nature of Hazards[14]

The Bay Area is highly interconnected with similar threats and hazards facing all jurisdictions and shared critical infrastructure and significant movement of individuals across the region on a daily basis. Because of the geographic closeness of the region as well as shared infrastructure, when a hazard threatens one jurisdiction, the effects can be felt in neighboring jurisdictions.

The San Francisco Bay Area, located in Northern California, is part of the Tier I Urban Areas Security Initiative (UASI). The Bay Area UASI region is home to more than 8.3 million people.[15] The region consists of 12 counties and 116 incorporated cities. The major type of land use varies strongly by county, from completely urbanized City and County of San Francisco to Napa County, which has only a few medium-sized towns and one small city. Contra Costa, Alameda, and Santa Clara Counties all are highly urbanized along the bay shore, with varying degrees of development further inland. The City and County of San Francisco is by far the most urbanized jurisdictions in the region, with virtually all of its land characterized as urban.

Like many urban areas, the Bay Area will continue to grow in the foreseeable future. An estimated additional 1.7 million people will live here and over 1.6 million new jobs will be created by 2030. An additional 600,000 homes will be built. This region faces the challenges of serving this growth with efficient transportation, housing and infrastructure, while balancing it with the natural disasters that threaten our region and economy.

2.7 Mitigation

Based on the hazard analysis and hazard assessment above, the City of Oakland has designed mitigation activities to reduce or eliminate risks to persons or property and to lessen the effects or consequences of an incident. These mitigation activities are detailed in the 2021 – 2026 City of LHMP.

Mitigation activities may be implemented prior to, during, or after an incident, as appropriate, and can be conducted at the federal, state, county, or jurisdictional level.

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[14] This section is adapted from the Taming Natural Disasters: Multi-Jurisdictional Local Hazard Mitigation Plan for the San Francisco Bay Area; 2010 Update of 2005 Plan developed by the Association of Bay Area Governments.
[15] U.S. Census Bureau, 2010 (2016 Population Estimates).

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2.8 Critical Infrastructure and Key Resources

Protecting and ensuring the continuity of the critical infrastructure and key resources (CI/KR) are of vital importance to the City of Oakland. The City of Oakland participates in the National Infrastructure Protection Plan (NIPP) and routinely conducts assessments that identifies CI/KR and examines ways to protect these assets. The City of Oakland utilizes the Department of Homeland Security Automated Critical Asset Management System (ACAMS) and the Digital Sandbox Risk Analysis Center RAC in accordance with NIPP Risk Management Framework. These tools assist with the establishment of processes for combining consequence, vulnerability, and threat information to produce a comprehensive, systematic, and rational assessment of sector risk and asset risk. The results of these processes drive CI/KR risk-reduction and risk management activities.

- ACAMS is a data-management tool provided by the Department of Homeland Security to specifically capture, store, retrieve, and review CI/KR data. The ACAMS data management tool coordinates:

- Critical Asset Inventory and Prioritization Modeling,

- Asset Manager Questionnaires (promotes Public/Private partnerships),

- Critical Asset Assessments (CAAs),

- Site-Specific Pre-Incident Security Enhancement Plans,

- Buffer Zone Protection Plans,

- Building Inventories, and

- Site-Specific Post-Occurrence/Response Plans.

- Protected Critical Infrastructure Information (PCII) is considered Security Sensitive Information (SSI) and has not been included in the EOP.

2.9 Application of Threat Analysis

The California State Terrorism Threat Assessment System (STTAS) is responsible for regional and statewide information collection, analysis, and sharing activities. The STTAS is composed of four Regional Terrorism Threat Assessment Centers (RTTACs) and one State Terrorism Threat Assessment Center (STTAC). The RTTACs are located in San Diego, Los Angeles, San Francisco Bay Area, and Sacramento. These locations mirror the Federal Bureau of Investigation (FBI) areas of responsibility within California and are composed of a mixture of state, local, and federal public safety agencies.

The STTAC is designed to provide California's senior leaders with situational awareness of identified threats; visibility of and coordination with the critical infrastructure of the state; and constant access to the latest local, state, and national information analysis products and assessments. The STTAC provides statewide assessment products, information tracking and pattern analysis, geographic reporting linkages, and connection with the latest national information from the FBI, DHS, and other federal agencies.

The regional fusion centers integrate the intake, analysis, fusion, and synthesis of intelligence information with an emphasis on terrorist threat intelligence; identify patterns and trends that may be indicative of emerging threats; and provide relevant, timely, and actionable intelligence products for the region. The RTTACs establish policies to share and exchange terrorism-related information and intelligence products with public and private sector organizations having public safety and infrastructure protection responsibilities.

The STTAC and RTTACs are supported by a network of TLOs and a secure web-based information sharing system to distribute and receive information. The TLOs serve as the local public agency and private entity point of contact for all terrorism-related issues. At the local level, law enforcement and public safety agencies are designating TLOs who are trained in the review and assessment of local reporting and in conducting outreach to other public safety agencies, critical infrastructure operators, and community groups. The TLO is the local agency point of contact for all terrorism-related alerts and suspicious activity reports, requests for information, warnings, and other notifications from regional, state, or federal homeland security agencies. The TLOs review local agency reports, manage local reporting, and initiate or respond to requests for information. The TLOs have an ongoing relationship with other local agencies, especially those with daily contact in the community, and develop relationships with critical infrastructure sites within their respective jurisdictions, establishing a personal connection with their security and management staff.

The information provided by the RTTAC and CI/KR assessments is used to support emergency mitigation and prevention efforts as well as emergency response.

2.10 Capability Assessment

The City of Oakland has engaged in several all-hazards capability assessments that summarize the City's ability to mitigate, prevent, protect, respond to, and recover from the hazards listed above as well as capabilities regarding training, equipment, and personnel. The results of these assessments are considered SSI and because of the nature of the data it is not included in this plan

The concept of operations (CONOPS) of the City of Oakland Emergency Operations Plan (EOP) addresses how the City of Oakland (City) will work together with nongovernmental and private entities to promptly and effectively respond to any emergency. This section details how the City departments and agencies accomplish a mission or set of objectives to reach a desired end-state. It offers clear methodology to realize the goals and objectives to execute the plan.

The concept of operations defines the organization of the response, the roles and responsibilities of the responding City of Oakland departments, the outline for operations, and the manner in which the City will integrate out-of-jurisdiction resources. This section also describes how the City integrates with the National Incident Management System (NIMS) and California Standardized Emergency Management System (SEMS).

3.1 National Incident Management System and Standardized Emergency Management System

The City of Oakland and the State of California respond to emergencies and disasters using NIMS and SEMS. NIMS and SEMS provide a standardized and effective response to multi-agency and multi-jurisdiction emergencies. By standardizing key elements of the emergency management system, NIMS and SEMS facilitate the flow of information within and between levels of the system and facilitate coordination among all responding agencies.

NIMS and SEMS consist of several levels which are activated, as necessary, starting with the lowest response level (field) and graduating as resources or assistance are necessary to the local government (city, county, or special district) level, the Operational Area level, the regional level, and finally to the state level. This "bottom up" system supports the responsibility of local government to protect their citizens while permitting "top down" sharing of resources, alerts, warnings, and intelligence.

One of the most important best practices incorporated into NIMS is the Incident Command System (ICS), a standard, on-scene, all-hazards incident management system already in use by firefighters, hazardous materials teams, rescuers, and emergency medical teams.

ICS has been established by NIMS as the standardized incident organizational structure for the management of all incidents.

ICS is based on proven management tools that contribute to the strength and efficiency of the overall system. The following ICS management characteristics are taught by the Department of Homeland Security (DHS) in its ICS training programs:

Section 3: CONCEPT OF OPERATIONS

- Common Terminology
- Modular Organization
- Management by Objectives
- Reliance on an Incident Action Plan
- Manageable Span of Control
- Pre-designated Incident Mobilization Center Locations & Facilities
- Comprehensive Resource Management

- Integrated Communications
- Establishment and Transfer of Command
- Chain of Command and Unity of Command
- Unified Command
- Accountability of Resources and Personnel
- Deployment
- Information and Intelligence Management

Table 3-1 provides a description and key activities of SEMS organizational levels and Figure 3-1 diagrams the coordination and flow of resource requests and resources that occurs in accordance with SEMS.

Table 3-1: SEMS Organizational Levels

Level	Description	Key Activities
Field	The field level is where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident.	- First responders arrive at incident and assess the situation - Set up incident command
Local	The local level includes cities, counties, and special districts (for example, City of Oakland, East Bay Municipal Utility District). Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. Local governments are required to use SEMS when their Emergency Operations Center (EOC) is activated or a local emergency is proclaimed in order to be eligible for state reimbursement of response-related costs.	- Activate the EOC - Receive information from first responders - Determine resource needs - Coordinate with the Alameda County Operational Area for resources - Coordinate and communicate with field resources
Operational Area	An Operational Area is the intermediate level of the emergency management organization which encompasses a county's boundaries	- Activate Operational Area EOC - Receive request from Oakland EOC

Level	Description	Key Activities
	and all political subdivisions located within those boundaries, including special districts. The Operational Area facilitates and/or coordinates information, resources, and decisions regarding priorities among local governments within the Operational Area. The Operational Area serves as the coordination and communication link between the local level and regional level. State, federal, and tribal jurisdictions in the Operational Area may have statutory authorities for response similar to that at the local level. For the City of Oakland, Alameda County serves as the Operational Area.	• Activate memoranda of understanding (MOU)/memoranda of agreement (MOAs) • Determine resource gaps • Initiate requests for assistance to the region • Continue coordination with Oakland and the region
Region	The regional level manages and coordinates information and resources among Operational Areas within the mutual aid region and between the Operational Area and the state level. The regional level also coordinates overall state agency support for emergency response activities within the region. California is divided into three Administrative Regions – Coastal, Inland, and Southern – which are further divided into six mutual aid regions. The regional level operates out of the Regional Emergency Operations Center (REOC). The City of Oakland is part of Mutual Aid Region II and the California Governor's Office of Emergency Services (Cal OES) Coastal Region.	• Activate the REOC • Activate regional MOU/MOAs • Initiate requests for assistance to the state • Continue coordination with the Operational Area and the state level
State	Cal OES prioritizes tasks and coordinates state resources in response to the requests from the regional level and coordinates mutual aid among the mutual aid regions and between the regional level and state level. The state level also serves as the coordination and communication link between the state and the federal	• Activate the SOC • Receive request from the Operational Area or regional level • Prioritize resources and activate MOU/MOAs with other states • Identify gaps and communicate to FEMA

Level	Description	Key Activities
	emergency response system. The state level requests assistance from other state governments through the Emergency Management Assistance Compact (EMAC) and similar interstate compacts/agreements and coordinates with the Federal Emergency Management Agency (FEMA) when federal assistance is requested. The state level operates out of the state operations center (SOC).	• Continue coordination with county, region, other states and FEMA
Federal	FEMA coordinates the federal response to a disaster that has occurred in the United States and that overwhelms the resources of local and state authorities. Unless the disaster occurs on federal property, the Governor must declare a State of Emergency and formally request from the President that FEMA and the federal government respond to the disaster. FEMA provides specialized expertise, equipment, and funding for disaster response and recovery efforts as requested through the state.	• Implement the National Response Framework (NRF) • Implement the National Disaster Recovery Framework (NDRF) • Organize the federal response • Coordinate with all federal and state partners

Figure 3-1: EOC Coordination and Flow of Resource Requests and Resources
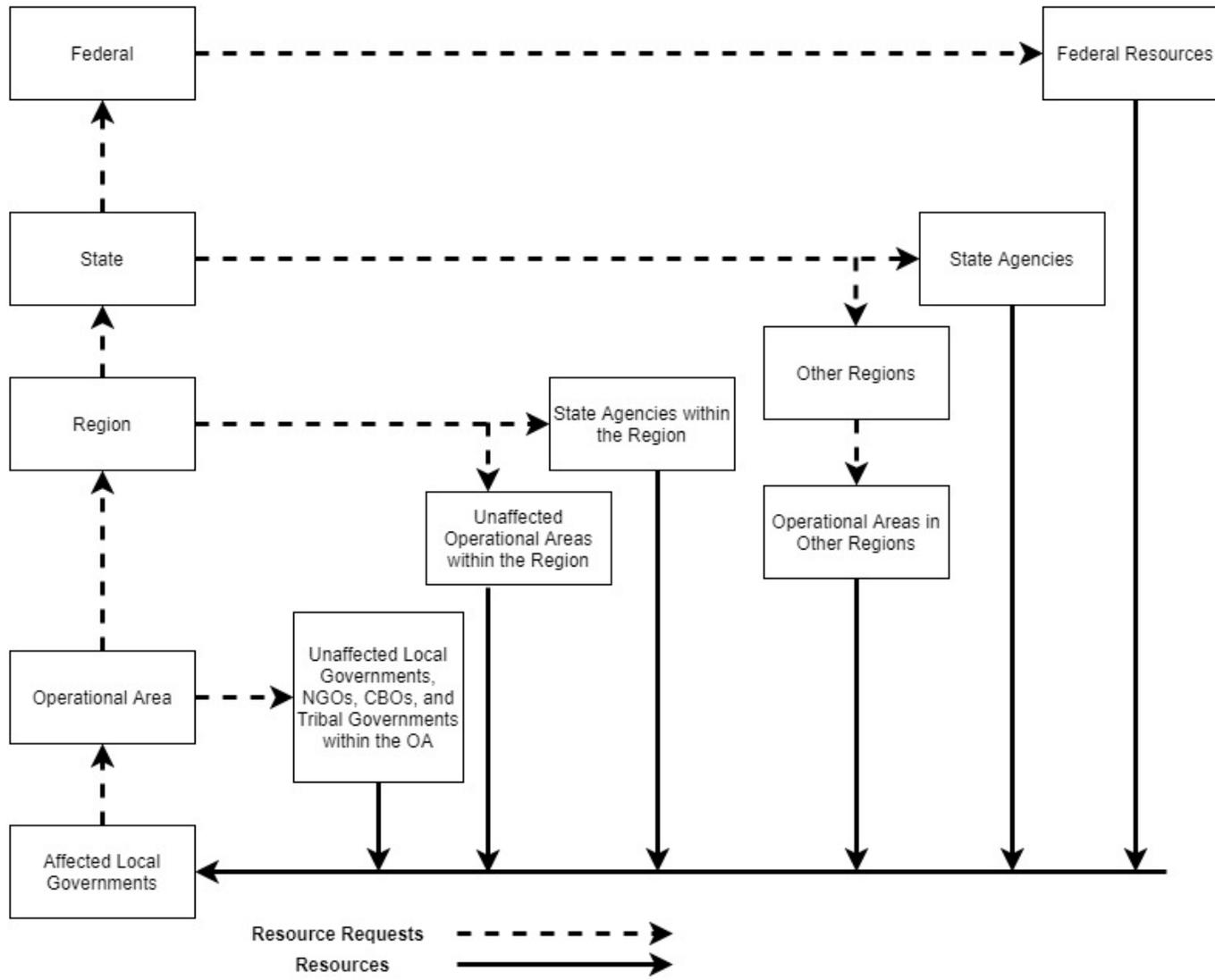
3.2 Normal Operations

Normal operations for the City of Oakland reflect a constant state of readiness. The three levels of readiness conditions that apply to City of Oakland emergency operations prior to activation are preparedness, increased readiness, and alert. Although these levels are described progressively, conditions may require escalating and de-escalating, or skipping from one level directly to another without passing through each level. Commencement of each level will be made by the EOC Director (City Administrator) or EOC Manager (Emergency Manager). The decision is frequently based on a recommendation from the Oakland Police Department (OPD), Oakland Fire Department (OFD), or the Oakland Department of Public Works (OPW).

In the absence of a declared disaster or State of Emergency, the City's Emergency Management Services Division (EMSD) of the Fire Department and first responders of the City of Oakland (emergency medical services [EMS], fire, law enforcement, and public works) will respond to emergencies within the City of Oakland with the authorities vested in them by law and local policy. Mutual aid and shared response jurisdictions are addressed through local agreements and do not require a Local Emergency proclamation or a declaration of a State of Emergency to enable them.

3.3 Proclaiming a Local Emergency

California Government Code 8630(a), which is part of the California Emergency Services Act (ESA), and City of Oakland Code of Ordinances, Title 8, Chapter 8.50 authorizes local government body to proclaim a state of local emergency and to authorize interim succession and emergency powers be established in the City of Oakland as a disaster(s) occurs. The purpose of the ordinance is to enable the City of Oakland to respond quickly and effectively to emergencies threatening lives, property, public health, welfare, and/or safety within the City of Oakland's jurisdiction. This ordinance establishes the process of proclaiming a local emergency and the responsibilities that lay therein for the City of Oakland.

3.3.1 Emergency Proclamation Process

Emergency proclamations expand the emergency powers and authorities of the City of Oakland and facilitate the process for flow of resources and obtaining support from unaffected jurisdictions, the county, the state, and the federal government.

If the incident exceeds the state's capabilities, the Governor may request assistance from the federal government through a presidential declaration.

Appendix A of this EOP provides a sample Proclamation of Local Emergency and a City Council resolution ratifying the proclamation.

Appendix B provides a reference guide for the emergency proclamation process developed by Cal OES for local governments.

The following describes the emergency proclamation process from the local level to federal level. Figure 3-2 shows the proclamation process and the response phase sequence.

Local Emergency Proclamation
The Oakland City Council may proclaim a Local Emergency if there is extreme peril to the safety of persons and property within the territorial limits of the City when it is overwhelmed and unable to abate an existing or potential emergency and requires resources from other unaffected political subdivisions and jurisdictions. In situations where the Local Emergency proclamation is made by the City Administrator, as

designated by the City of Oakland Code of Ordinances Title 8, Chapter 8.50, the Local Emergency proclamation must be ratified by the City Council within seven days, and re-evaluated for continuation by the City Council every 30 days thereafter, until terminated.

A Local Emergency provides the City of Oakland with expanded emergency police powers and authorities, which include:

- o Authorization to promulgate and suspend local orders and regulations necessary to provide for the protection of life and property
- o Authority to acquire or commandeer supplies and equipment for public use
- o Power to conduct and perform emergency response activities under emergency conditions with broadened immunities from legal liability for performance or failure of performance

- Operational Area Notification: When conditions and time allow, the City Council or authorized official drafts and signs a local emergency proclamation. The City of Oakland EOC advises the Operational Area EOC, if activated, or Alameda County Office of Emergency Services (OES) of the proclamation and, in turn, the Operational Area EOC advises the Cal OES Regional Administrator.

- Request for Cal OES Director's Concurrence: Local governments can request cost reimbursement from the state for costs related to the permanent repair, restoration, or replacement of City owned or operated facilities under the California Disaster Assistance Act (CDAA)[16] following the proclamation of a Local Emergency. To qualify for CDAA assistance, the local proclamation must be made within 10 days of incident occurrence, and an application for assistance must be submitted within 60 days of the date of the local emergency proclamation.

- Request for the Governor to Proclaim a State of Emergency: When emergency conditions exceed, or have the potential to exceed, local resources and capabilities, local government may request state assistance under the California ESA. The formal request may be included in the original emergency proclamation, or as a separate resolution. As with the Cal OES Director's Concurrence for CDAA assistance, the local emergency proclamation must be made within 10 days of incident occurrence to qualify for CDAA assistance and an application for CDAA assistance must be filed within 60 days of date of the emergency proclamation. CDAA assistance may be used to fund debris removal, emergency protective measures, and permanent work to repair, restore, and replace City facilities.

- Initial Damage Estimate: The request should include a copy of the proclamation document and an Initial Damage Estimate (IDE) that estimates the severity and extent of the damage caused by the emergency. An IDE may not be required for sudden emergencies with widespread impacts, emergencies of significant magnitude, or during fast moving emergencies where immediate response assistance is necessary.

- Analysis of Request: The Cal OES Region reviews the request and the IDE and makes recommendations to the Governor through the Director of Cal OES.

- Proclamation of a State of Emergency: The Governor proclaims a State of Emergency based on conditions of extreme peril, when requested to do so by a local governing body, or if a local authority is unable to cope with the effects of an emergency. The proclamation will be in writing and signed by the Governor and will take effect immediately upon issuance. Under a proclamation of a State of Emergency, the Governor assumes expanded powers. The Governor:

- o Has the right to exercise police power, as deemed necessary, vested in the State Constitution and the laws of California within the designated area.

- o Is vested with the power to use and commandeer public and private property and personnel, to ensure all resources within California are available and dedicated to the emergency when requested.

- o Can direct all state agencies to utilize and employ personnel, equipment, and facilities for the performance of any activities designed to prevent or alleviate actual and threatened damage due to the emergency and can direct state agencies to provide supplemental services and equipment to political subdivisions to restore any services in order to provide for the health and safety of the residents of the affected area.

- o May make, amend, or rescind orders and regulations during an emergency and temporarily suspend any non-safety-related statutes, ordinances, regulations, or rules that impose restrictions on the emergency response activities.

- Governor's Proclamation without a Local Request: A request from the local governing body is not always necessary for the Governor to proclaim a State of Emergency. The Governor can proclaim a State of Emergency if the safety of persons and property in California are threatened by conditions of extreme peril or if the emergency conditions are beyond the emergency response capacity and capabilities of the local authorities.

- Proclamation of a State of War Emergency: In addition to a State of Emergency, the Governor can proclaim a State of War Emergency whenever California or the nation is attacked by an enemy of the United States, or upon receipt by California of a warning from the federal government indicating that such an enemy attack is probable or imminent. The powers of the Governor granted under a State of War Emergency are commensurate with those granted under a State of Emergency.

- State Request for a Presidential Declaration: When it is clear that state capabilities will be exceeded, the Governor can request federal assistance, including assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), as amended. The Stafford Act authorizes the President to provide financial and other assistance to state and local governments, certain private nonprofit organizations, and individuals to support response, recovery, and mitigation efforts following presidential emergency or major disaster declarations.

- Small Business Administration (SBA) Disaster Declaration: Because the State does not provide for individual assistance, aside from the State Supplemental Grant Program that provides assistance in conjunction with FEMA's Individual and Households Program, a declaration from SBA may be sought to provide relief to homeowners, renters, and businesses. There are two potential types of SBA declarations:

  - o Physical Disaster Declaration: Applicable when there are at least 25 homes and/or businesses or other eligible institutions, each sustaining uninsured losses of at least 40 percent or more of the estimated fair replacement value or pre-disaster fair market value of the damaged property. Local jurisdictions have 30 days to submit the appropriate damage assessment information and forms to the state to apply for this type of assistance. The damage assessment must be confirmed through an Individual Assistance Preliminary Damage Assessment (PDA) prior to a request moving forward. If warranted, a request for an SBA disaster declaration will be submitted by the Cal OES Director. *Note: homes and businesses can include renters and home-based businesses; a rental property can be counted as a business and as a renter; when assessing apartments, each unit with at least 40 percent of uninsured personal property losses will be counted as one.*

- Economic Injury Disaster Declaration: Applicable when at least five small businesses in a disaster area have suffered substantial economic injury as a result of the disaster. Cal OES Individual Assistance will work with the local government to survey businesses in the affected area for economic losses by completing an Economic Injury Disaster Loan (EIDL) worksheet. A local jurisdiction has 60 days to request this type of assistance.

- Preliminary Damage Assessment: Upon submission of the request, FEMA coordinates with the state to conduct a PDA and determine if the incident is of sufficient severity to require federal assistance under the Stafford Act. This process could take a few days to a week depending on the magnitude of the incident. FEMA uses the results of the PDA to determine if the situation is beyond the combined capabilities of the state and local resources and to verify the need for supplemental federal assistance. The PDA also identifies any unmet needs that may require immediate attention. Similar to the IDE, the PDA may not be required if immediate response assistance is necessary.

- Federal Analysis of the State's Request: The FEMA Administrator assesses the situation and the request and makes a recommendation to the President through the Federal Department of Homeland Security. The decision to approve the request is based on such factors as the amount and type of damage, the potential needs of the affected jurisdiction and the state, availability of state and local government resources, the extent and type of insurance in effect, recent disaster history, and the state's hazard mitigation history.

Figure 3-2 shows the proclamation process and the response phase sequence of events.

Figure 3-2: Emergency Proclamation Process and Response Phase Sequence of Events
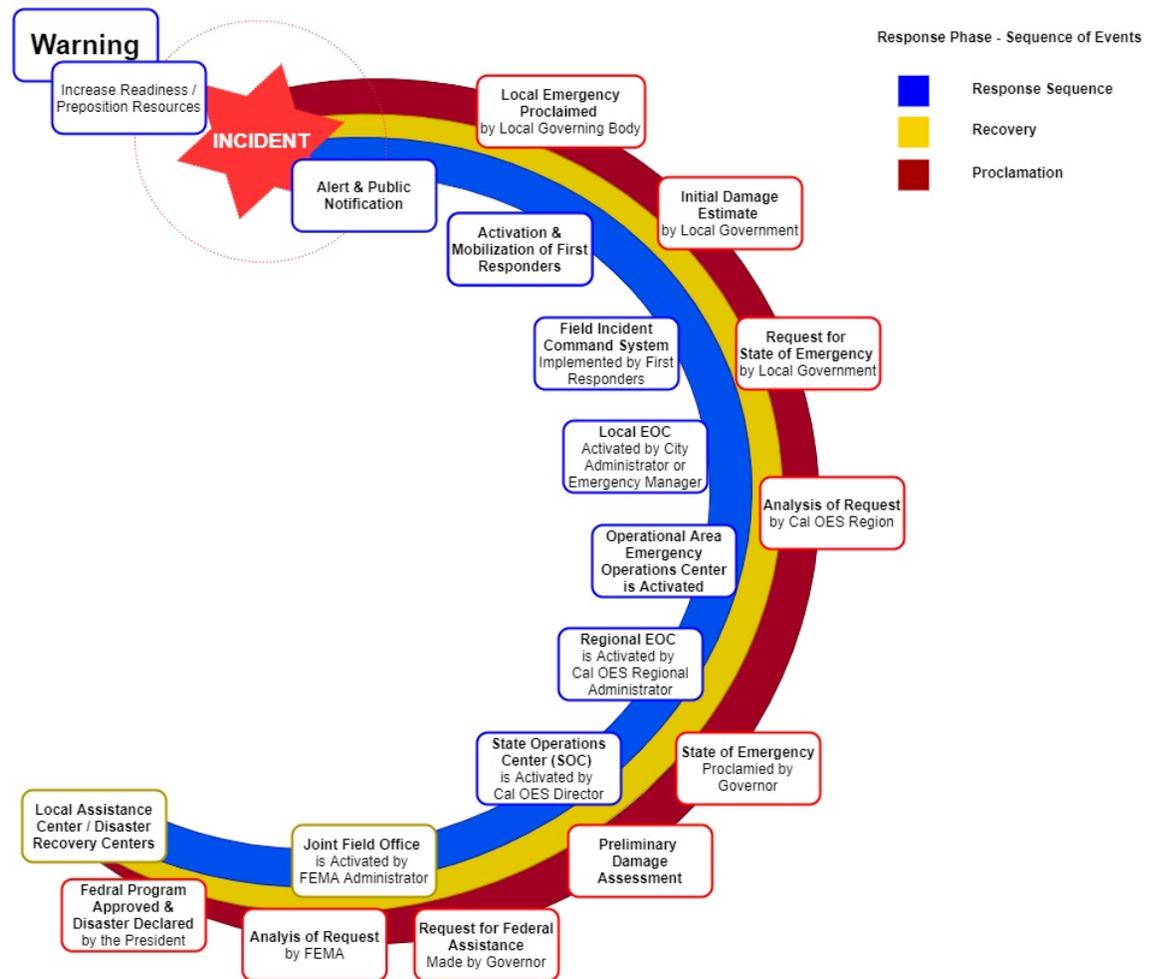
3.4 Emergency Operations Center Activation

An incident may start out small and escalate quickly or a major incident may occur at any time. As soon as an incident occurs, EMSD begins monitoring the situation and the EOC is placed on standby and/or partial activation. EMSD will operate under the following policies during an emergency or disaster:

- NIMS/SEMS/ICS will be established and/or maintained throughout the duration of the event.

- All existing City of Oakland and departmental operating procedures will be adhered to unless modified by a local proclamation of a local emergency.

- All on-duty EMSD personnel are expected to remain on duty until officially relieved of duty. Off-duty personnel will be expected to return to work in accordance with departmental policies.

- During the disaster response, operational periods (shifts) will be determined by the incident commander and/or EOC Management. Personnel should anticipate initial operational periods lasting 12 hours, for example, from 8:00 a.m. to 8:00 p.m. and 8:00 p.m. to 8:00 a.m., or as required by the situation.

City of Oakland emergency response and recovery operations will be managed at one of three levels, based on the magnitude of the emergency.

Level Three — (Standby, Monitoring, and Alert)
Minor to moderate emergency where local resources are adequate and available. A local emergency may or may not be declared. The City of Oakland EOC may or may not be activated. Off-duty personnel may be recalled.

Level Two — (Partial or Full Activation)
Moderate to severe emergency where local resources are not adequate and mutual aid or operational area resource coordination may be required on a regional or even statewide basis. Management-level personnel from entities involved should co-locate in a central location to provide jurisdictional or multijurisdictional coordination. The EOC will be activated either in-person or virtually when anticipating operational area activation or resource coordination. Off-duty personnel may be recalled. A local emergency may be declared and a state of emergency may be proclaimed.

Level Three — (Full Activation)
Major local or regional disaster where resources in or near the affected area are overwhelmed and state and/or federal resources are required. A local emergency will be declared. A state of emergency proclamation and a presidential declaration of an emergency or major disaster will be requested. All response and early recovery activities will be conducted from the EOC. All key off-duty personnel will be recalled.

The EOC will be activated with the positions and staffing to reflect the level of the city response required, as described in Table 3-2.

Table 3-2: EOC Minimum Staffing Guide

Activation Level	Event/Situation	Minimum Staffing
III	• Unusual occurrences with potential to adversely impact the City • Impacts on the health and safety of the public and/or environment • Severe weather issuances from the National Weather Service • Significant incidents involving two or more agencies or departments	EOC Director Other designees Note: May be limited to Department Operations Center (DOC) activation.
II	• Earthquake with damage reported • Major wind or rainstorm • Two or more large incidents involving two or more agencies/departments • Wildfire affecting developed area • Major scheduled event	EOC Director Section Chiefs, Branch Directors, Unit Leaders, and/or other staff as appropriate Liaison Officer/Agency Representatives as appropriate

Activation Level	Event/Situation	Minimum Staffing
	• Severe hazardous materials incident involving large-scale or possible large-scale evacuations • Unusual occurrences with severe potential impacts on • The health and safety of the public and/or environment	
I	• Major City or regional emergency • Multiple agencies/departments with heavy resource involvement • Earthquake (with damage) • Unusual occurrences with severe potential impacts of the health and safety of the public and/or environment	All EOC positions

3.4.1 Emergency Operations Center Locations

The City of Oakland has a primary and an alternate EOC The City of Oakland has a primary and an alternate EOC

EOC	Location / Description
Primary EOC	1605 Martin Luther King Jr. Way Oakland, CA 94612 The City's primary EOC totals 14,418 square feet and includes an operations area, radio room, kitchen, conference rooms, bathrooms, and office areas. Emergency power is provided by a diesel generator. The emergency fuel reserve is sufficient for 5 days. Resupply of emergency fuel will be obtained through the Logistics Section. Power will provide for lighting panels, selected wall circuits, telephones, and radios. The EOC has the capability to house and feed staff for 72 consecutive hours. On-site services include kitchen, bathrooms, food supply, and sleeping cots for 10 persons. Refer to Appendix B for a diagram of the EOC.
Alternate EOC	Oakland Police Department Eastmont Substation 2651 73rd Avenue Oakland, CA The alternate EOC is activated if the primary EOC is inoperable or need to close (due to damage or inaccessibility) and/or if the evacuation of EOC staff become necessary. The alternate EOC may activate simultaneously if needed during a catastrophic incident. The City of Oakland may divide the response to separate

EOC	Location / Description
	sections of the City of Oakland, for instance in case of a significant earthquake that may leave sections of the City of Oakland isolated.

The City's EOC provides a central location for emergency management coordination among City of Oakland, nongovernmental, and private sector entities engaged in responding to an emergency. The following functions are performed in the City of Oakland EOC:

- Manage and coordinate emergency operations

- Receive and disseminate warning information

- Develop emergency policies and procedures

- Collect intelligence from and disseminate information to the various EOC representatives, and, as appropriate, to county and state agencies, military, and federal agencies

- Prepare intelligence/information summaries, situation reports, operational reports, and other reports as required

- Maintain general and specific maps, information display boards, and other data pertaining to emergency operations

- Continue analysis and evaluation of all data pertaining to emergency operations

- Control and coordinate, within established policy, the operational and logistical support of departmental resources committed to the emergency

- Maintain contact and coordination with support DOCs, other local government EOCs, and the Alameda County Operational Area

- Provide emergency information and instructions to the public, making official releases to the news media, and scheduling press conferences as necessary

3.4.2   Individuals Authorized to Activate the EOC

The following individuals, either acting as the EOC Director or on behalf of the EOC Director or their appointed representatives (per continuity of government lines of succession), are authorized to activate the EOC:

- City Administrator

- Fire Chief

- Chief of Police

- Emergency Manager

- Director of Public Works

3.4.3   How to Activate and Deactivate the EOC

The following is the process for activating the EOC in unplanned events:

1. Contact the Fire Department Communications Center.

2. Identify yourself and provide a callback confirmation phone number if requested.

3. Indicate your authority to activate the EOC.

4. Designate or request designation of appropriate personnel to set up the EOC.

5. Briefly describe the disaster or emergency situation causing this request.

6. Request EOC Level I, II, or III activation.

7. If not the Emergency Manager, request notification of the Emergency Manager and other appropriate personnel, including EOC Level I, II, or III staff as required for activation.

8. Send EOC activation notification through alerting system to the distribution list based on activation level.

For further details, refer to see the EOC Manual. EMSD maintains and updates the EOC Manual. Hard copies can be found in the EOC Management room. Requests for copies will be considered by submitting a written request on department or agency letterhead to the Emergency Manager for approval to release. EMSD requires a current (within 1 year) nondisclosure form to be on file prior to release of any For Official Use Only (FOUO) document.

Deactivation generally occurs when coordination and monitoring of response activities are no longer necessary.

The following steps outline the process for <u>deactivating</u> the EOC.

1. The Incident Commander recommends deactivation of the EOC to the EOC Director.

2. The EOC Director reviews the current situation and approves or disapproves the EOC deactivation in coordination with the Policy Group if necessary.

3. Notify Fire Department Communications Center of EOC deactivation.

4. EOC Staff complete their deactivation procedures prior to release.

5. Send EOC deactivation notification through alerting system to the distribution list based on activation level.

6. Phone messages used for the response should be changed to reflect that the EOC has been deactivated and how the caller can reach key emergency management personnel for further assistance or information.

3.5 Emergency Operations Plan Implementation/Activation

The philosophy of City of Oakland is that the EOP is always activated to reflect a constant state of readiness. The response and recovery portions of this plan will be implemented when an incident or event is considered imminent or probable and the implementation of this plan and the activation of the City of Oakland EOC is considered a prudent, proactive measure. The EOP will be implemented at the appropriate response level when the City Administrator or the City Council has proclaimed a local emergency, or at the discretion of the City Administrator as the Director of Emergency Services or the Emergency Manager.

3.6 Emergency Operations Center Structure

The EOC and Policy Group are organized following NIMS, SEMS, and ICS principles and structure. The policy group is an advisory body comprised of City of Oakland officials that may convene during an emergency or as necessary in order to:

- Advise the Mayor on policy issues affecting the City, and

- Response to requests for policy direction from the EOC

The roles and responsibilities of the Policy Group are as follows:

- Convene as needed to address policy issues (e.g. curfew, authorization of evacuation orders)

- Prepare mayoral directives, orders, resolutions, and/or ordinates as necessary

- Support decisions and actions of the EOC and ensure adherence to policies and objectives

- Respond to requests from the JIC

- Interface with community leaders

- Acts as a liaison to Federal and State elected officials

Figure 3-3 show the composition of the Policy Group.

Figure 3-3: Policy Group

Section 3: CONCEPT OF OPERATIONS

The emergency support function (ESF) concept is embedded throughout the EOC structure. ESFs are assigned to the five EOC sections, as appropriate: Management, Operations, Planning and Intelligence, Logistics, and Finance and Administration. Figure 3-4 shows the City of Oakland's EOC structure

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                        EOC Management                              Policy Group
                        EOC Director
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- EOC Manager
- Safety & Security Officer
- Legal Advisor

- ESF #15 – Public Information
- Liaison Officer
- Legislative Liaison

- Private Sector
- School District
- Utilities

Operations Section

Law Enforcement Branch
- ESF #13 – Law Enforcement
- ESF #16 - Evacuation

Fire & Rescue Branch
- ESF #4 - Firefighting
- ESF #9 – Search &Rescue
- ESF #10 – Hazardous Materials

Public Works Branch
- ESF #3 – Public Works & Engineering

Human Services Branch
- ESF #6 – Care & Shelter
- ESF #8 – Public Health & Medical
- ESF #11 – Food, Agriculture, & Animal Services
- Access & Functional Needs Coordinator
- American Red Cross

Infrastructure Branch
- ESF #12 – Utilities

Transportation Branch
- ESF #1 - Transportation

Planning & Intelligence Section
- Situation Status Unit
- Damage Assessment Unit
- Documentation Unit
- Advance Planning Unit / Recovery Unit
  - ESF #14 – Recovery

Logistics Section
- Personnel Unit
- Food Unit
- Facilities Unit
- Resource Management Unit ESF #7 - Resources
- Information Technology Unit ESF #2 - Communications
- ESF #17 – Volunteer & Donations Management

Finance & Administration Section
- Purchasing Unit
- Cost Accounting Unit
- Compensations/Claims
- Time Unit

Figure 3-4: City of Oakland EOC Organizational Structure

Section 3: CONCEPT OF OPERATIONS

3.6.1   Emergency Operations Center Coordination

The primary purpose of activating the EOC is to develop and maintain emergency situational awareness, to provide timely and verified emergency public information, and to coordinate resources/logistical support for emergency responders. Maintaining situational awareness and developing a common operational picture is critical for effective coordination of field resources, good decision-making, and timely and accurate release of information to the public. This section describes the process by which the EOC will coordinate with other entities.

Table 3-3 demonstrates the coordination between all levels of government and the flow of resource requests and resources and provides a comparison to the coordination that occurs in the field. Sections 3.6.2 – 3.6.5 further explain the nature of this coordination.

Table 3-3: Comparison of Field and EOC SEMS ICS Functions

SEMS/ICS Section	Field Response Level	EOC
Policy Group	N/A	In the EOC, the Policy Group provides guidance and advice to EOC Management and EOC Sections. The Policy Group addresses policy issues associated with the incident (for example, establishing a curfew) as well as prepares and executes mayoral directives, orders, resolutions, and/or ordinances, as necessary.
Command/ Management	Field commanders are responsible for directing, ordering and controlling resources, assets, and personnel.	EOC management is responsible for facilitation and execution of overall policy, coordination and directing support to first responders in the field
Operations	Implement tactical field operations as specified by the incident action plan in a coordinated manner.	Coordinate and/or support all emergency response operations in accordance with the EOC Action Plan.
Planning and Intelligence	Collect, evaluate, and document intelligence and situational understanding of the emergency.	Collect, evaluate, and disseminate information and maintain documentation related to the City of Oakland's emergency response activities.
Logistics	Provide facilities, services, personnel, equipment, and materials to support the emergency.	Provide facilities, services, personnel, equipment, and materials to support the emergency.

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SEMS/ICS Section	Field Response Level	EOC
Finance and Administration	Provide financial and cost analysis and administrative support not handled by the other sections.	Coordinate and support administrative and fiscal responsibilities for the overall emergency.

3.6.2 Coordination with Field Response Level

Coordination among SEMS levels is necessary for an effective emergency response. In a major emergency, the City of Oakland's EOC may be activated to coordinate the overall response, while ICS is used by field responders. Response activities and priorities will be determined by the scope, extent, and severity of the emergency.

Incident Commanders in the field may report to their DOCs, which in turn will coordinate with the EOC. When the EOC is directly overseeing incident command teams, the EOC is operating in a centralized coordination and direction mode.

It is also possible for area commands to be established between the incident command teams and the EOC. During a major citywide disaster, the City of Oakland may be divided into areas, with an area command overseeing the incident command teams within each area. The area commands would receive policy direction from the EOC. An EOC area command interaction might also be established when several, similar incidents occur in close proximity but in different jurisdictions. A unified area command may be established to oversee incident command teams operating in general proximity to each other. The unified area command would coordinate with activated local government EOCs.

3.6.3 Coordination with the Operational Area Level (Alameda County)

The City of Oakland will coordinate with the Alameda County Operational Area. During an EOC activation, communication should occur directly between the City and Alameda County Operational Area EOCs via pre-established communication channels. If the Alameda County Operational Area EOC is not activated, communication may occur between the City EOC and the designated Alameda County Operational Area Duty Officer.

The Alameda County Operational Area will direct the most heavily impacted cities to coordinate and communicate directly with the Operational Area EOC.

3.6.4 Regional Emergency Operations Center and State Operations Center

The Operational Area will facilitate communications between the City of Oakland and the REOC and the SOC.

The Bay Area Regional Emergency Coordination Plan (RECP) provides the framework for how the Coastal REOC will coordinate response activities among the 16 Coastal Region Operational Areas.

The SOC provides resource coordination statewide. One key role of the SOC is to identify and designate scarce or potentially scarce resources and ensure proper prioritization and effective use of such resources. A major incident that affects the entire state may result in many resources becoming scarce, with little or no timely assistance from the federal government.

3.6.5 Federal Operations Coordination

Section 3: CONCEPT OF OPERATIONS

If federal assistance is required, the SOC will contact FEMA to provide needed federal resources to support emergency operations. Assistance includes tasking federal ESFs to provide staff at the REOC and/or SOC and resources to support local government response. When multiregional events occur, ESF coordination will be centralized at the SOC level with staff representation at the individual REOCs as appropriate.

In a few instances, there may be federal or state agencies involved in field operations. In these cases, the federal or state field operations should communicate and coordinate with the Oakland EOC and the Alameda County Operational Area EOC as appropriate.

If necessary, the federal government will establish a joint field office (JFO). The JFO is a temporary federal multi-agency coordination center established locally to facilitate field-level incident management activities. The JFO provides a central location for the coordination of federal, state, local, tribal, nongovernmental, and private sector organizations to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination.

3.6.6 Coordination with Special Districts and Private Sector Infrastructure

Special districts are defined under SEMS as local governments. Coordination and communication should be established among special districts that are involved in an emergency response, other local government, and the Operational Area. This may be accomplished in various ways depending on the local situation.

Typically, the special district or private sector organization will coordinate with the City of Oakland by either sending a representative to the City of Oakland EOC, DOCs, Incident Command Posts (ICPs) in the field, or by establishing communication with the appropriate ESF.

Examples of special districts include but are not limited to the East Bay Municipal Utility District, the Oakland Unified School District (OUSD), Pacific Gas and Electric, AT&T, and Bay Area Rapid Transit (BART).

3.6.7 Coordination with Volunteer and Nonprofit Organizations

The City of Oakland EOC will establish communication with private and volunteer agencies that provide services to the City of Oakland. Some of the major volunteer organizations include the American Red Cross, the Salvation Army, and Alameda County Voluntary Organizations Active in Disasters (AlCoVOAD).

Agencies contacted should include a diverse spread of community partners, wherein relationships have been pre-established and maintained, to represent the wide spread of BIPOC, AAPI, and AFN communities that make up the City of Oakland.

Wherever possible, key volunteer agencies that play an important role in response may provide liaisons to the City of Oakland EOC. If an agency supports several functions and has only one representative at the EOC, the agency representative should be located at the liaison area. If an agency is supporting only one function, its representative may be located with that section. Some agencies may have several personnel participating in sections in the EOC and they may be assigned to a specific ESF. For example, Red Cross personnel may be part of the staffing for ESF #6 – Mass Care and Shelter within the Operations Section Human Services Branch of the EOC.

In some cases, these agencies may have countywide or regional response roles and would respond directly to the Alameda County Operational Area EOC as directed.

Coordination with volunteer organizations that do not have representatives at the EOC may be accomplished through telecommunication and liaison with community councils that represent several agencies or involvement of agencies in special multi-agency groups on specific issues.

3.7 Operational Priorities

The City of Oakland has established the following general priorities for establishing response goals, prioritizing actions, and developing operational strategies.

Saving Lives: The preservation of life is the top priority for the City of Oakland and takes precedence over all other considerations.

Addressing Human Needs: Beyond the simple preservation of human life, all possible efforts should be made to provide for basic human needs, including food, water, shelter and security, and ensuring equitable distribution to serve vulnerable populations which include BIPOC, AAPI, and AFN communities, people with lower socioeconomic status, and people experiencing homelessness.

- **Caring for People with Disabilities and others with Access or Functional Needs:** People with disabilities and others with access or functional needs may require assistance in providing time- sensitive needs or support services to maintain health and safety and maximize independence. The needs of this population should be considered and addressed as a high priority.

Protecting Property: All feasible efforts must be made to protect public and private property and resources (including critical infrastructure) from damage during and after an emergency.

- **Protect the Environment:** All possible efforts must be made to preserve the City of Oakland's environment and protect it from damage during and after an emergency.

Restore Basic Services: Power, water, sanitation, transportation and other essential services must be restored as rapidly as possible to enable residents and businesses to resume their normal activities.

Support Community and Economic Recovery: City of Oakland representatives must work with the community to ensure that recovery operations are conducted efficiently, effectively, and equitably, promoting expeditious recovery of the affected areas.

3.8 Sequence of Events

The following is a general sequence of events prior to and following an emergency incident.

3.8.1 Prior to the Incident

1. **Routine Monitoring for Alerts, Watches, and Warnings:** The City of Oakland constantly monitors events and the environment to identify specific threats that may affect their jurisdiction and increase the awareness level of emergency personnel and the community when a threat is approaching or imminent. In addition to City of Oakland Fire and Police Dispatch, the City of Oakland also receives alerts from the California State Warning Center (CSWC) on various hazards and threats, including earthquakes, tsunamis, severe weather, energy power grid, hazardous materials, and oil spills.

2. **Increased Readiness**: Sufficient warning provides the opportunity for response agencies to increase readiness, which are actions designed to increase an agency's ability to effectively respond once the emergency occurs. This includes but is not limited to the following:
   - Briefing government officials
   - Reviewing plans and procedures
   - Preparing and disseminating information to the community

- Updating resource lists

- Testing systems such as warning and communications systems

- Precautionary activation of EOC/DOCs

3. **Pre-Impact:** When a disaster is foreseen as highly likely, action is taken to save lives and protect property. During this phase, warning systems are activated, evacuation begins, and resources are mobilized. During this phase, emphasis is placed on control of the situation, saving lives, and minimizing the effects of the disaster.

3.8.2   Immediately Following or During the Incident

Immediately after a disaster has occurred and during the initial response, emphasis is placed on saving lives, controlling the situation, and minimizing the impact of the disaster. The following actions will take place:

1. **Alert and Notification**: Response agencies are alerted about an incident by the public through 9-1-1, CSWC, another response agency, or other method. City of Oakland employees are then notified of the incident using the AC Alert communication system.

2. **Resource Mobilization:** The City of Oakland activates personnel and mobilizes response assets to support the incident response. As the event escalates and expands, additional resources are activated and mobilized to support the response. Activation and mobilization continue for the duration of the emergency as additional resources are needed to support the response. This includes resources from within the affected jurisdiction, or, when resources are exhausted, from unaffected jurisdictions.

3. **Incident Response**: First responders arrive on-scene and function within their established field level plans and procedures. The responding agencies will manage all incidents in accordance with ICS organizational structures, doctrine, and procedures.

4. **Establishing Field Level Incident Command**: Incident Command is established to direct, order, or control resources by virtue of some explicit legal, agency, or delegated authority. Initial actions are coordinated through the on-scene Incident Commander (IC). The IC develops an initial IAP, which sets priorities for the incident, assigns resources, and includes a common communications plan. If multiple jurisdictions or agencies are involved, the first responders will establish a Unified Command (UC) to facilitate multi-jurisdictional and multi-agency strategies and tactical decisions. The IC may implement an Area Command to oversee multiple incidents that are handled by separate ICS organizations or to oversee the management of a very large or evolving incident that has multiple incident management teams engaged.

5. **Activation of the Multi-Agency Coordination System**: Responding agencies will coordinate and support emergency management and incident response objectives through the development and use of integrated Multi-Agency Coordination Systems (MACS) and MAC Groups. MAC groups and MACS facilitate coordinated decision-making and resource allocation among cooperating agencies. Representatives of a MAC group establish priorities among incidents and harmonize policies and provide strategic direction to help support response activities.

6. **DOC Activation**: Individual City of Oakland departments may activate their DOCs to manage information and resources assigned to the incident. If a DOC is activated, communication between the City of Oakland EOC and DOCs will occur through the use of liaisons or respective ESF representatives.

7. **EOC Activation**: The City of Oakland will activate its EOC based on the magnitude or need for more coordinated management of the emergency. When activated, the City of Oakland EOC helps form a common operating picture of the incident by collecting, analyzing, and disseminating emergency information. When activated, the local EOC notifies the Operational Area EOC, which is run by the Alameda County Sherriff's Office OES, that the City of Oakland EOC has been activated.

8. **Communications between Field and the EOC**: When the Oakland EOC is activated, communications and coordination are established between incident command and DOCs to the EOC, or between incident command and the EOC, if a DOC has not been activated.

9. **Operational Area EOC Activation:** If one or more local EOCs are activated, or if the event requires resources outside the affected jurisdiction, the Alameda County Operational Area EOC activated. The Operational Area EOC may also be activated if the City proclaims a Local Emergency. The Operational Area EOC will then coordinates resource requests from the City and other affected jurisdiction to unaffected jurisdiction, or if resources are not available within the Operational Area, forwards the resource request to the REOC and mutual aid coordinators.

10. **REOC Activation**: If the Operational Area EOC is activated, the Cal OES Regional Administrator will activate the REOC within the affected region and notify Cal OES Headquarters. The Coastal Region REOC will then coordinate resource requests with the Alameda County Operational Area to unaffected Operational Areas within the affected region, or, if resources are not available within the affected region, resource requests are forwarded to the SOC for coordination.

11. **State Operations Center Activation**: The SOC is activated when the REOC activates in order to monitor the situation, process resource requests for state, EMAC, or federal assistance.

12. **FEMA Regional Response Coordination Center Activation**: The FEMA Regional Response Coordination Center (RRCC) may deploy a liaison or Incident Management Assistance Team (IMAT) to the SOC to monitor the situation and provide situational awareness to federal officials.

3.8.3 Sustained Operations

As the emergency continues, additional assistance is provided to survivors of the disaster and efforts are made to reduce the likelihood of additional damage. During this time, the City's EOC continues to:

1. **Gather Intelligence and Maintain Situational Awareness**: The City of Oakland EOC is responsible for gathering and disseminating timely and accurate information on the incident to create a common operational picture that can be used to develop and adjust operational goals and objectives and prioritize actions. The Planning and Intelligence Section of the EOC is responsible for collecting and disseminating information within the EOC.

2. **Development and Implementation of Operational Goals and Objectives**: The City of Oakland, in coordination with response teams, continues to provide emergency assistance to the public in accordance with established operational priorities. Responders try to reduce any additional secondary impacts.

3. **Engage in Resource Mission Tasking**: The Operations Section of the EOC will identify personnel, resources, and equipment needed to fulfill an operational objective. The Logistics Section will coordinate identification of, mobilization, tracking, and demobilization of the resources. Resource request should first be filled using local resources. If local resources are not available (including local City of Oakland inventories or private vendors), then a resource

request may be made to the Operational Area, who can either fill it, submit the request to the REOC, or attempt to fill it through mutual aid. Discipline-specific mutual aid (fire, law enforcement, and medical health) will be handled through the assigned departments/disciplines.

4. **Provide Emergency Public Information:** The City of Oakland will establish an Emergency Public Information Team to provide immediate and critical emergency public information. The Public Information Officer (PIO) from the Mayor or the City Administrator's Office will serve as the lead Emergency PIO (EPIO) for the City of Oakland. Upon notification, the lead PIO will report to the EOC and receive a briefing. The Media Room on the first floor of the primary EOC will serve as primary location of the dissemination of information. The Emergency Public Information Team will provide news releases, coordinate media briefings, and arrange tours of the incident sites. The lead EPIO will coordinate all information releases with the EOC Management prior to dissemination.

3.8.4 Transition to Recovery

As the initial and sustained response operational priorities are met, the City will engage in recovery activities which include short-term, intermediate, and long-term recovery activities as described below:

Short-term recovery refers to the early days and weeks after an incident. This phase of recovery addresses health and safety needs beyond rescue and includes assessing the scope of damage and community needs, the restoration of basic infrastructure, the activation of recovery organizations, and community engagement and mobilization of resources.

Intermediate recovery refers to the weeks and months after an incident. This phase involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional state. These actions bridge to future, permanent measures.

Long-term recovery refers to the months and years after an incident. This phase addresses the complete redevelopment and revitalization of impacted areas of the city and includes the rebuilding or relocation of damaged or destroyed social, economic, natural, and built resources toward restoring self-sufficiency, sustainability, and resilience.

Short-Term Recovery Phase

Short-term recovery activities will be coordinated in the City of Oakland EOC by a designated Recovery Coordinator, who will act as the lead for the Recovery Unit of the Planning and Intelligence Section, as indicated in the EOC organization chart in Figure 3-3. Recovery activities during EOC operations will be principally supported by ESF #14 – Recovery, which is led by the City Administrator's Office and EMSD, in close coordination with the Mayor's Office and the Oakland City Council.

Intermediate and Long-Term Recovery Phases

Early in the post-disaster period, the operations of the City's EOC and a Post-Disaster Recovery Structure, as described below, may run in parallel. Some short-term recovery operations will occur in the EOC as part of various ESFs, including ESF #14 – Recovery, while long-term recovery needs are assessed. The Recovery Coordinator will be responsible for making a recommendation to the EOC Director and the Emergency Manager if long-term recovery needs require activation of the Post-Disaster Recovery Structure, including appointment of a Local Disaster Recovery Manager (LDRM), activation of the appropriate Recovery Support Functions (RSFs), and formation of a Long-term Recovery Organization (LTRO). The Recovery Coordinator will then begin the transition to recovery operations led by the LDRM, if one is appointed, and will work with the EOC Director and the Emergency Manager to maintain synergy

and a smooth coordination and transition of decision-making responsibilities and action planning between the EOC emergency response structure and the long-term recovery structure.

Post-Disaster Recovery Structure

Figure 3-5 shows the Post-Disaster Recovery Structure as described in the City's Disaster Recovery Framework (DRF). The organization of the Post-Disaster Recovery Structure may vary depending on the size and type of disaster and resulting issues, and at the discretion of the LDRM, in consultation with the City Administrator.

An LTRO will be established, as needed, after a disaster to lead the City's recovery efforts. The scope and scale of the LTRO can vary significantly based on the incident and which RSFs are activated, with differing tasks and authorities depending on specific recovery needs. The LTRO may range from a small, coordination-focused committee overseeing execution of a few RSFs in a smaller disaster, to a more structured organization overseeing both planning and implementation of the City-led recovery activities, coordination with state and federal agencies involved in recovery, and active engagement and collaboration with Oakland residents and businesses, local agencies, nonprofits, and other stakeholders in recovery.

Recovery Support Functions

RSFs identify Coordinating Agencies, Primary Agencies, and Supporting Agencies with responsibilities for coordinating and executing recovery functions. The RSF structure coexists with and builds on the City's EOP and ESFs. RSFs differ from ESFs in that they have different recovery objectives, staff expertise, partnerships, approaches, time spans, and organization structure. Regardless, the RSFs do not replace ESF #14 – Recovery, but, rather, augment or continue the efforts undertaken during EOC operations into the LTRO. Specific information on the City's RSFs can be found in the RSF Annex to the City of Oakland DRF.

Deactivating the Post-Disaster Recovery Structure

The point at which recovery operations cease and normal local management processes resume never occurs at one distinct point in time. Recovery operations can take many years but, eventually, the recovery issues begin to look more like "business as usual". Deactivation considerations should include whether the goals and benchmarks of the DRF, as well as the benchmarks and operations of the RSFs, have largely been achieved. Other considerations include whether the community has reached an acceptable level of normalcy, and whether temporary regulations and provisions related to recovery operations are still needed.

The LDRM will be responsible for making a deactivation recommendation to the City Administrator. A formal dissolution of the LTRO may need to be made by the City Administrator or City Council, depending on the formality of its organizational structure. The LDRM will ensure a smooth deactivation of the LTRO and transition of staff and operations back to the EMSD and into other City agencies and departments, as appropriate.

Figure 3-5: Post-Disaster Recovery Structure
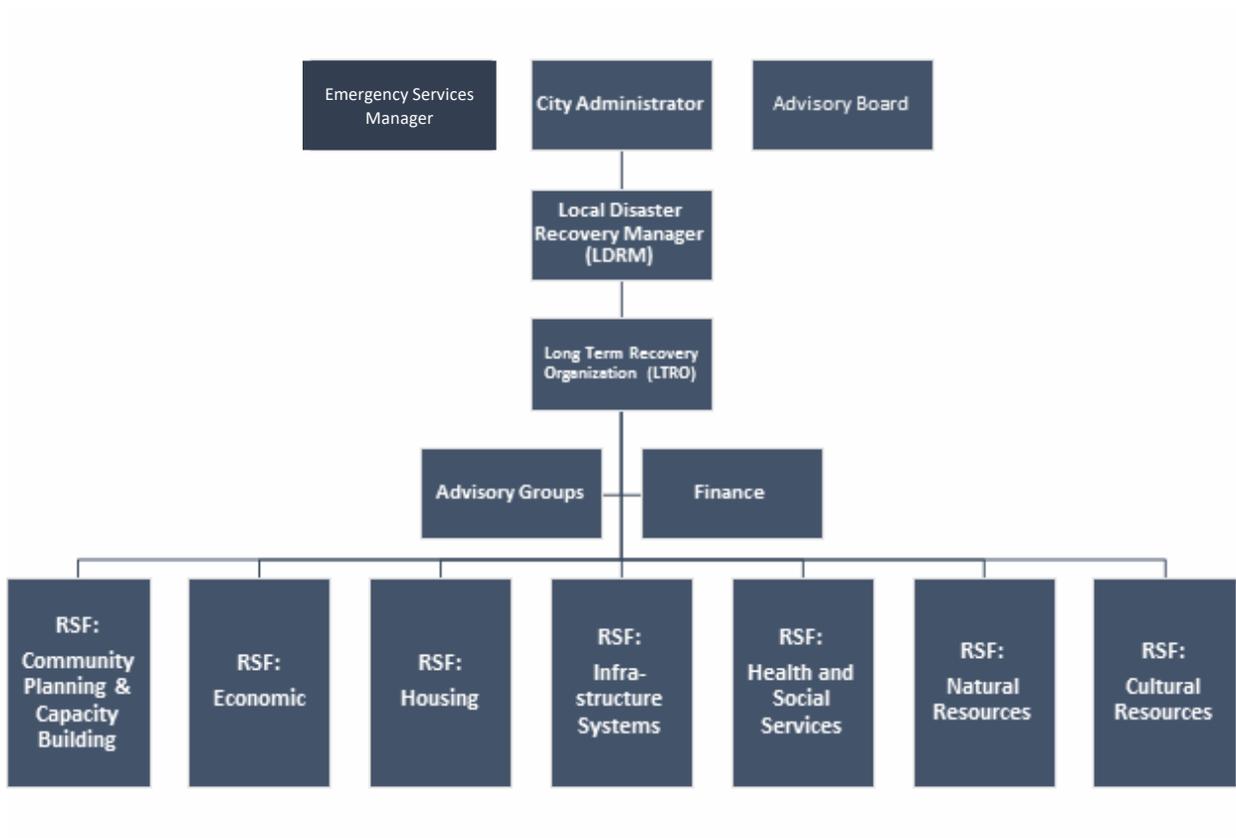
3.9 Resource Management

The City of Oakland shall use its own resources first in an emergency or disaster situation and may call for assistance from Alameda County during incidents that overwhelm or threaten to overwhelm their own response and recovery resources.

County, state, and federal relief will likely only be provided when damage is widespread and severe. Therefore, the City of Oakland will be developing a system for ordering, tracking, mobilizing, and demobilizing resources.

The City of Oakland uses standard ICS forms. When requesting resources, individuals should complete ICS 215 forms (see Appendix D). All resource requests must include the following:

- Describe the current situation clearly.

- Describe the requested resources.

- Specify the type or nature of the service the resource(s) will provide.

- Provide delivery location with a common map reference.

- Provide local contact at delivery location with primary and secondary means of contact.

- Provide the name of the requesting agency and/or Operational Area Coordinator contact.

- Indicate time frame needed and an estimate of duration.

Resource requests involving personnel and/or equipment with operators will need to indicate if logistical support is required (that is, food, shelter, fuel, and reasonable maintenance).

The Resource Management Unit of the Logistics Section is responsible for managing and tracking resource requests.

3.10 Resolution of Legal Questions/Issues

As required by SEMS, the City Attorney and staff will serve as the Legal Advisor and provides legal advice to the Mayor, City Council, the City Administrator, and/or the EOC Manager in all legal matters relative to the emergency, including resolution of legal questions and issues. The City Attorney and staff also assist in the proclamation and ratification of emergency and emergency continuances.

3.10.1 Legislative Liaison Role

In addition to the Legal Advisor, the City Attorney and staff also works with the Mayor and City Councils staff to adequately fill the Legislative Liaison position(s).

The Legislative Liaison ensures that a link has been established between the City of Oakland and the legislative body to share information and requests and to lobby for the filling of requests when the established request channels are overloaded and not responsive. The Legislative Liaison should also communicate local needs to the community's legislative officers and establish a continued link between the jurisdiction and all other potential entities as needed and identify issues that should be forwarded to the proper political entities to ensure the best possible response to your community. The Mayor/Vice Mayor or designated City Council member may fill this position in accordance with the Office of the Mayor Continuity of Operations Plan (COOP). If the Mayor or City Council member is not available, other City elected officials may fill this position.

Although this is not a position described in ICS or SEMS, it is an EOC management level function that has demonstrated its necessity during past disasters. The Legislative Liaison is a part of the EOC management staff and may be a singular person or a group who, as an incident dictates, establishes and maintains personal contact with the elected officials representing the impacted area at the county, state, and federal levels.

3.11 Compliance with the Americans with Disabilities Act Addressing the Needs of Individuals and others with Access and Functional Needs

The City of Oakland is committed to ensuring that considerations are made for those with disabilities or access and functional needs at every stage of the emergency management process. In January 2009, the City of Oakland completed its comprehensive review of its emergency preparedness programs, activities, and services to identify how to adequately address the needs of individuals with disabilities and others with access and functional needs. Based on this review, the City's emergency management plans, programs, activities, and services have adopted the Functional Needs Communication, Medical, Independence (Maintenance), Supervision, and Transportation (C-MIST) Framework for serving persons with disabilities, others with access and functional needs, and older adults.

The City of Oakland has additionally conducted a Race and Equity Impact Analysis that has identified areas of impact to BIPOC, AAPI, and AFN populations. Some of the impacts include struggles with digital accessibility and literacy and language barriers. The City of Oakland recognizes these impacts and will be

taking steps to ensure access to resources and addressing the needs of people with access and functional needs.

The City of Oakland has developed and adopted a Functional Needs Annex to ESF #6 – Mass Care and Shelter, an annex to this EOP, that is intended to serve the needs of Oakland residents during a small-scale, localized emergency or until ARC is able to take responsibility during more significant events. The City of Oakland recognizes that this section and all identified resources will not adequately serve the needs of the City of Oakland during a large-scale incident. In the event of an incident that overwhelms local resources, mutual aid resources may be requested through the Operational Area possibly requiring the activation of regional, state, and federal emergency plans and resources.

C-MIST policies, practices, and procedures and steps to address REIA considerations are currently being implemented. The City of Oakland has incorporated each aspect of C-MIST and REIA recommendations into emergency preparedness planning as follows:

Communication

- The City of Oakland is equipped to provide on-demand, live audio narration of broadcast emergency text messages through the City of Oakland's public access channel KTOP-TV 10.

- The City of Oakland will continue to provide disaster readiness materials in alternative formats upon request, including Braille, large print, audio recording, electronic copy, translated material and language interpreters in the most common spoken languages in Oakland, in accordance with the City's Language Access Ordinance and Racial Equity, or other formats to accommodate those with access and function needs, including, but not limited to, difficulties with digital accessibility or literacy.

- The City of Oakland will ensure that all modified or newly created emergency preparedness content on the City of Oakland's web site conforms to Web Content Accessibility Guidelines (WCAG) 2.0 Conformance Level A. To the maximum extent practicable, Web broadcasts shall include text-based information or equivalent translation.

- Specific information during times of emergency, including locations of open shelters, will be accessible via voice telephone and Text Telephone (TTY) through Eden Information and Referral (I&R) Services 2-1-1 program.

- In addition to the audible warning system, the existing emergency notification system used by the City of Oakland has the ability to interface with electronic mail, facsimile machines, text message service and short message service (SMS), landline, registered TTY, and cellular and wireless devices. This system automatically detects TTY machines and sends messages in the appropriate format. It further has the option for all recipients to repeat emergency messages.

Independence (Maintenance)

- Physical accessibility evaluations have been conducted at OUSD and City of Oakland Parks, Recreation, and Youth Development Department sites, Senior Centers, and Libraries. All site surveys are available in a database facilitate site activation based on needs.

- City of Oakland shelter policies shall permit personal caregivers of persons with disabilities and others with access or functional needs to enter and exit the shelter site during extended hours. All caregivers will need to register at the shelter site for accountability. The City of Oakland will not be responsible for providing or coordinating personal caregivers to shelter residents to complete activities of daily living.

- The City of Oakland shall work with all designated agencies to locate transitional and permanent housing for shelter residents following an emergency incident. Individuals with disabilities and others with access or functional needs shall be provided priority access to accessible and affordable housing.

Supervision

- When the EOC is activated and City of Oakland-operated shelter locations are opened, a Functional Needs Coordinator shall be designated in the EOC (referred to as the E-FNC).

- The E-FNC shall have in-depth knowledge of diverse functional needs populations, including people with vision and hearing loss, physical disabilities, mental health disabilities, developmental and other cognitive disabilities, substance abuse issues, and older adults. The E-FNC shall be responsible for coordinating requests and distribution of resources to all City of Oakland-operated shelter locations for persons with functional needs, coordinating transportation needs, and designating a Shelter Functional Needs Coordinator (S-FNC) at each shelter.

- Each City of Oakland shelter shall have a designated S-FNC, responsible for assisting persons with functional needs with identifying and requesting durable medical equipment (DME), consumable medical supplies (CMS), and reasonable accommodations. In the absence of a designated individual, the Shelter Manager shall be the S-FNC.

- City of Oakland shelter management shall permit entrance by government and community-based organizations assisting persons with disabilities during emergencies, including the State Functional Assessment Service Teams (FAST).

3.12 Addressing the Needs of Children

The Functional Needs Annex described above addresses the access and functional needs of children with disabilities. The RECP Mass Care and Sheltering Annex addresses the needs of unaccompanied minors.

According to 2015 Census data estimates, there are more than 345,000 children under the age of 18 residing in Alameda County. There are approximately 2,456 state licensed childcare sites with 34,916 slots in 566 licensed centers and 18,311 slots in licensed family childcare homes, and additional 2000 children in some form of out of home placement or other protective care. There are 18 public school districts within the county serving 225,000 students. There are also over 100 private schools serving various ages. Children represent a significant portion of emergency room visits in Alameda County at up to 25% of all annual visits depending upon proximity of the local ER to the Children's Hospital of Oakland. All children are vulnerable in disasters and their safety, medical, physical and psychological needs must be consciously addressed in disaster preparedness plans.

Children's services must be restored as quickly as possible following a disaster. The lack of safe quality childcare following a disaster may hamper economic recovery as parents and other caregivers are unable to return to work and therefore additional stress is placed on the safety net system to support families. If children's medical needs are not addressed, then families will be unable to return to work.

Prior to and during a disaster, the City of Oakland will work with OUSD, charter schools, and recreational centers to address the needs of children in a disaster.

Various public and nonprofit organizations throughout the City of Oakland and Alameda County have a legally mandated responsibility to care for children, identify processes for family reunification, and describe protocols for public communications in an emergency. In addition to the responsibility for coordinating the provision of emergency childcare services within the community, Alameda County has a

statutory responsibility for the care of children in the foster care system and in juvenile justice institutional facilities.

Alameda County has determined that children in disasters are a special needs population and addressing their needs requires extensive advance planning and coordination between governmental agencies, the community, and school districts. Ideally the needs of children will be addressed in an integrated manner in all plans.

FEMA has recognized the importance of providing for childcare services and adjusted the Public Assistance program requirements allowing reimbursement to state and local governments for the provision of emergency childcare services.

3.13 Addressing the Needs of Household Pets, Domestic Animals, Emotional Support Animals, and Therapy Animals

The City of Oakland has developed and adopted an Animal Care Plan which appoints the City of Oakland Animal Services Department to serve as the lead agency for the care and sheltering of animals during and after an incident and is responsible for providing basic animal services such as food, shelter, and medical care to animals affected by the incident. Pets that have been temporarily relinquished by their owners and animals that become stray or lost as a result of an incident are included.

The goals of an Animal Care and Shelter Group are as follows:

- Assess and respond to the incident.

- Rescue animals.

- Establish temporary emergency shelters to care for and house animals during an incident.

- Reunite people with their pets during the recovery phase.

- Create public education campaigns before disasters.

The Animal Care and Shelter Group shall collect information from all shelter sites and provide the data to the Planning and Intelligence Section of the EOC.

The Animal Care and Shelter Group Manager/Supervisor is responsible for managing and coordinating all tactical support for sheltering, feeding, emergency supply distribution, and animal welfare inquiries as guided by the operational objectives, procedures, and policies established by the EOC. The Manager/Supervisor shall report to the Animal Care and Shelter Group Liaison at the EOC

The Animal Care and Shelter Group Manager/Supervisor will also be responsible for the following:

- Coordinating all field services divisions responsible for law enforcement and public safety functions

- Assessing the status of the animal shelters and establishing the locations for additional temporary shelters in conjunction with the Mass Care and Shelter operations and Red Cross evacuation centers

- Managing coordination with EOC personnel

- Determining the need for animal care and veterinary services

3.14 Other Response Plans and Guidelines

This EOP is supported by the City's COOP, the City of Oakland DRF and RSFs, and other individual City agency/department emergency operations plans and procedures.

3.15 Lines of Succession: Official Responsible for Emergency Response Coordination in the EOC

Article 15, Section 8637 of the ESA authorizes political subdivisions to provide for the succession of officers (department heads) who have duties related to law and order and/or health and safety. Article 15, Section 8644 of the ESA establishes a method for reconstituting the governing body. It stipulates that when all members, including standbys are unavailable, temporary officers shall be appointed as follows:

- By the Chairman of the Board of the county in which the political subdivision is located. If the chairman of the board is unavailable or unable to make the appointment, then:

- By the Chairman of the Board of any other county within 150 miles (from the nearest and most populated down to the farthest and least populated). If the Chairman of the Board is unavailable or unable to make the appointment, then:

- By the Mayor of any city within 150 miles (from the nearest and most populated down to the farthest and least populated).

Article 15, Section 8642 of the ESA authorizes local governing bodies to convene as soon as possible whenever a State of War Emergency, State of Emergency, or Local Emergency exists, and at a place not necessarily within the political subdivision.

Article 15, Section 8643 of the ESA describes the duties of a governing body during emergencies as follows:

- Assess the damage to the jurisdiction, its personnel, and property.

- Reconstitute itself and any subdivisions.

- Perform functions in preserving law and order and furnishing local services.

There is no official line of succession established for the emergency services organization in the City of Oakland; the City Administrator will designate representatives in the event the City Administrator is not available to perform assigned duties.

3.15.1 Lines of Succession: Duration and Authority

In accordance with the City's COOP, departments and agencies have designated lines of succession to ensure continuity of operations in an emergency. The alternate shall only be empowered to exercise the powers and authorities of the position if the primary person serving in that position is absent or otherwise unable to serve.

The alternate shall have all the authorities of the position unless otherwise designated by law or regulation.

The alternate will serve until the primary can resume his/her responsibilities or until the Mayor or City Council can appoint a person to serve in that position.

Table 3-4 provides a line of succession for key departments and agencies. Additional lines of succession for other City agencies and departments have been identified as part of the COOP and may be found in departmental annexes, if available.

Table 3-4: Line of Succession for Key Government Officials

Office/Department	Title/Position
City Administrator's Office	1. City Administrator
	2. Assistant City Administrator
	3. Assistant City Administrator
City Clerk	1. City Clerk
	2. Assistant City Clerk
	3. KTOP Operations Manager
Oakland Police Department	1. Chief of Police
	2. Assistant Police Chief
	3. Deputy Chief of Police – Investigations
	4. Deputy Chief of Police – BF02
Oakland Fire Department	1. Fire Chief
	2. Deputy Chief of Fire – Field Operations
	3. Deputy Chief of Fire – Fire Prevention and Support Services
	4. Division Manager – Medical Services Division
Oakland Public Works Department	1. Director
	2. Assistant Director – Bureau of Maintenance and Internal Services
	3. Assistant Director – Bureau of Design and Construction
	4. Assistant Director – Bureau of Environment

3.16 Alternate Seat of Government

As required by SEMS and in accordance with Section 23600 of the California Government Code, the City of Oakland has designated an alternate location to serve as government offices for performing day-to-day functions. In the event the primary location (City Hall) is not usable because of emergency conditions, the temporary seat of city government will be as follows.

1st Alternate: Garden Center, Lakeside Park

2nd Alternate: Main Library

3.17 Preservation of Vital Records

In the City of Oakland, the following individuals are responsible for the preservation and maintenance of vital records:

- City Clerk

- Finance Department Director

- Human Resources Management Director

- City Auditor

Vital records are those that are essential to governmental operations and general functions:

- Protect and preserve the rights and interests of individuals, governments, corporations and other entities. Examples include vital statistics, land and tax records, license registers, and articles of incorporation.

- Conduct emergency response and recovery operations. Records of this type include utility system maps, locations of emergency supplies and equipment, emergency operations plans and procedures, personnel rosters, etc.

- Reestablish normal governmental functions and protect the rights and interests of government. Examples include constitutions and charters, statutes and ordinances, court records, official proceedings and financial records (CPG-110).

Vital records of the City of Oakland, including City Council actions and other formal functions, are routinely stored in the vault located in the City Clerk's office. Backup data systems are stored off-site at Iron Mountain. Each department and agency are responsible for gathering and securing their records.

Record depositories should be located well away from known danger zones and/or housed in facilities designed to withstand blast, fire, water, and other destructive forces. This will ensure that essential records would be available following disaster.

Each department within the City of Oakland should identify, maintain, and protect its own essential records.

References

Judicial System, Article VI, Section 1, 4, 5, and 10, of the Constitution of California.

Local Government, Article XI, of the Constitution of California.

Preservation of Local Government, Article 15 of the California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code).

Temporary County Seats, Section 23600, Article 1 of Chapter 4 of Division 1 of Title 3 of the Government Code.

It is the philosophy that all employees of the City of Oakland (City) have a role to play during a disaster. All City employees are designated by both state law and City ordinance as Disaster Service Workers (DSWs). In the event of a declared emergency, all public employees are obligated to serve as DSWs and may be assigned to perform activities which promote the protection of public health and safety or the preservation of lives and property. All City employees are required to complete DSW training.

Employees may be designated as having a lead or initial response role either in their department emergency operations plans or procedures or they may be called upon to provide backup support or to fill-in, where needed.[13] Typical duties and roles may also vary depending on the severity of impact, size of the incident, and availability of local resources. Therefore, it is particularly important that the City of Oakland command structure utilized for response and recovery efforts is able to expand and contract as the situation changes. Accordingly, it is imperative to develop and maintain depth within the command structure and local response community.

As discussed and summarized in Section 3.6.1 of this Emergency Operations Plan (EOP), the Emergency Operations Center (EOC) is organized into five sections: Management, Operations, Planning and Intelligence, Logistics, and Finance and Administration. This section describes the responsibilities of each of these sections and City of Oakland agencies/departments that will be called upon to support these sections.

Appendix D contains checklist of activities/responsibilities for each position in the EOC.

4.1 Emergency Support Functions

The City of Oakland has adopted an Emergency Support Function (ESF) concept and structure. An ESF is a function-specific grouping of activities needed during an emergency response. The City of Oakland has identified 17 ESFs that serve as annexes to the EOP. ESFs identify City of Oakland Primary and Supporting Agencies as well as external agencies and entities (e.g., other levels of government, nongovernmental, private, nonprofit, and special district partners) that may contribute to and support ESFs. Primary Agencies have significant authorities, roles, and resources to accomplish the scope of the ESF and have ongoing coordinating responsibilities throughout the preparedness, response, and recovery phases of incident management. Certain ESFs that require multiple Primary Agencies may also have a Coordinating

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[13] The process for notifying and providing on-going status reports to city employees is incident-specific. In general, city agencies and departments use a wide variety of communication mechanisms to share and request information from city employees including email, telephone trees, pagers, and commercial radio and television. The City's formal alert and notification system is called AC Alert. The city will also be revising their continuity of operations plan which will provide a formal process for city leaders to communicate with all city employees.

Lead, who is responsible for the overall coordination of the ESF. Supporting Agencies are those entities with specific capabilities or resources that support the Primary Agency in executing the mission of the ESF. Additional external entities may provide support, services, situation reports, information, and/or resources to the City of Oakland, based on their expected roles and responsibilities and availability, through coordination with the Alameda County Operational Area. Specific roles and responsibilities for each agency and external entity are described in the ESFs.

Each ESF has been assigned to one of the five EOC sections: Management, Operations, Planning and Intelligence, Logistics, and Finance and Administration. The full title of each ESF is as follows:

- ESF #1 – Transportation
- ESF #2 – Communications
- ESF #3 – Public Works and Engineering
- ESF #4 – Firefighting
- ESF #5 – Management
- ESF #6 – Mass Care and Shelter
- ESF #7 – Resources
- ESF #8 – Public Health & Medical
- ESF #9 – Search and Rescue

- ESF #10 – Hazardous Materials
- ESF #11 – Food, Agriculture, & Animal Services
- ESF #12 – Utilities
- ESF #13 – Law Enforcement
- ESF #14 – Recovery
- ESF #15 – Public Information
- ESF #16 – Evacuation
- ESF #17 – Volunteer and Donation

Table 4-1 provides a matrix of primary (P) and supporting (S) responsibilities for each ESF.

Table 4-1 provides a matrix of primary (P) and supporting (S) responsibilities for each ESF.

Agency	ESF #1	ESF #2	ESF #3	ESF #4	ESF #5	ESF #6	ESF #7	ESF #8	ESF #9	ESF #10	ESF #11	ESF #12	ESF #13	ESF #14	ESF #15	ESF #16	ESF #17
City of Oakland Agencies and Departments																	
ADA Programs					S										S		
City Administrator					P		P							P	P	S	
City Attorney					S									S		S	
City Clerk														S			
City Council														S			
Department of Planning and Building			S				S					P		S			
Economic and Workforce Development Department														S			
Emergency Management Services Division	S	S	S	S	P	S	S	S	S	S	S	S	S	P	S	S	S
Finance Department					S		S							S			P
Human Resources Management Department			S		S												P
Human Services Department	S				S	S		P			P			S			
Information Technology Department		P	S		S	S						S	S		S		
Oakland Animal Services Department						S					P		S		S		
Oakland Department of Transportation	P		S	S			S			S	S		S		S		

Agency	ESF #1	ESF #2	ESF #3	ESF #4	ESF #5	ESF #6	ESF #7	ESF #8	ESF #9	ESF #10	ESF #11	ESF #12	ESF #13	ESF #14	ESF #15	ESF #16	ESF #17
Oakland Fire Department		S		P	S	S	S	P	P	P		S	S		S	P	
Oakland Medical Reserve Corps						S		S									
Oakland Parks, Recreation, and Youth Development Department					S	P		S							S		S
Oakland Police Department	S	S		S	S	S	S		S	S	S	S	P		S	P	S
Oakland Public Works Department	S	S	P	S	S	S	S		S	S	S	P	S	S	S		
Office of Housing and Community Development						S								S			
Office of the Mayor					S									P	P	S	
Public Library							S								S		S
Alameda County Agencies																	
Alameda-Contra Costa Transit District	S															S	
Alameda County Agricultural Commissioner										S							
Alameda County Administrator's Office														S			
Alameda County Cooperative Extension											S						
Alameda County Department of Environmental Health										S	S						
Alameda County District Attorney										S							

Section 4: ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Agency	ESF #1	ESF #2	ESF #3	ESF #4	ESF #5	ESF #6	ESF #7	ESF #8	ESF #9	ESF #10	ESF #11	ESF #12	ESF #13	ESF #14	ESF #15	ESF #16	ESF #17
Alameda County EMS Agency	S							S									
Alameda County Fire Department		S		S				S	S								
Alameda County General Services Agency		S	S														
Alameda County Health Care Services Agency						S											
Alameda County Information Technology		S															
Alameda County Poison Control										S							
Alameda County Public Health Agency						S		S			S			S			
Alameda County Public Works Agency			S									S					
Alameda County Regional Emergency Communication Center				S													
Alameda County Sherriff's Office										S	S		S	S		S	
Alameda County Sherriff's Office - Office of Emergency Services		S			S		S	S				S		S		S	S
Alameda County Sherriff's Office - Communications Team									S								
Alameda County Sherriff's Office - Coroner's Bureau								S									
Alameda County Social Services						S		S			S			S			S

Agency	ESF #1	ESF #2	ESF #3	ESF #4	ESF #5	ESF #6	ESF #7	ESF #8	ESF #9	ESF #10	ESF #11	ESF #12	ESF #13	ESF #14	ESF #15	ESF #16	ESF #17
Alameda County Water District										S		S					
East Bay Society For The Prevention Of Cruelty To Animals											S						
East Bay Regional Parks					S												
Eden I&R 2-1-1		S				S								S	S	S	
EMS Transporting Agencies/Organizations								S									
Federal Bureau of Investigation													S				
Federal Department of Health and Human Services								S									
Federal Department of Transportation	S																
Federal General Services Administration							S										
Federal Urban Search and Rescue Teams (Oakland Fire Department is the Home base for CA-TF4)									S								
Metropolitan Transportation Commission	S															S	
National Guard Enhanced Response Force Package									S								
Northern California Regional Intelligence Center													S				
Northern California Power Agency												S					

Agency	ESF #1	ESF #2	ESF #3	ESF #4	ESF #5	ESF #6	ESF #7	ESF #8	ESF #9	ESF #10	ESF #11	ESF #12	ESF #13	ESF #14	ESF #15	ESF #16	ESF #17
Oakland Community and Business Associations														S			
Oakland Heritage Alliance														S			
Oakland Housing Authority														S			
Oakland International Airport										S							
Oakland Neighborhood Associations/Community Planning Councils														S			
Oakland Pet Adoption Center											S						
Oakland Police Department - Reserve Officers													S				
Oakland Radio Communication Association ARES/RACES		S			S										S		S
Oakland Unified School District						S	S				S						
Oaklanders Assistance Center					S										S		S
Oiled Wildlife Care Network											S						
Public Utilities Commission										S							
Regional Water Quality Management District										S							
Salvation Army						S	S			S	S			S			S
San Francisco Regional Terrorism Threat Assessment Center													S				

Agency	ESF #1	ESF #2	ESF #3	ESF #4	ESF #5	ESF #6	ESF #7	ESF #8	ESF #9	ESF #10	ESF #11	ESF #12	ESF #13	ESF #14	ESF #15	ESF #16	ESF #17
State and Consumer Services Agency			S														
State of California Air Resources Board										S							
State of California Department of Industrial Relations										S							
State of California Department of Water Resources										S							
State of California Division Of Oil, Gas And Geothermal Resources										S							
State of California Fire Marshal										S							
State of California Water Resources Control Board										S							
Underground Service Alert										S							
US Coast Guard				S													
US Department of Agriculture											S						
U.S. Department of Homeland Security/Federal Emergency Management Agency	S	S	S	S	S	S	S	S	S	S	S	S	S		S	S	S
US Environmental Protection Agency																	
US Forest Services				S													
Private Sector																	

Section 4: ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Agency	ESF #1	ESF #2	ESF #3	ESF #4	ESF #5	ESF #6	ESF #7	ESF #8	ESF #9	ESF #10	ESF #11	ESF #12	ESF #13	ESF #14	ESF #15	ESF #16	ESF #17
Oakland Museum											S			S			
EMS Providers								S									
Communications Companies		S													S		
Construction Companies			S											S			
Hospitals								S									
Media															S		
Medical Facilities								S									
Major Retailers														S			
Paramedic Plus	S			S				S									
Pet Food Express											S						
Pre-positioned Vendors/City Contracts							S										
Transportation Companies																S	
Utility Providers					S							S					
Waste Management of Alameda County			S														

4.2 Management (Includes ESF #5 – Management)

The management of overall response activities will be the responsibility of the EOC Director (City Administrator) under the direction of the Mayor. The City Council, Mayor, City Administrator, and Agency Directors will be responsible for setting any policy that may affect overall operations and recovery. The City Attorney will provide legal advice to the City of Oakland's response operations and recovery.

EMSD will serve as the EOC Manager and will monitor the implementation of the National Incident Management System (NIMS)/Standardized Emergency Management System (SEMS). The Emergency Manager will fill this position during a disaster or emergency. The Assistant Emergency Manager shall serve as first alternate and the Senior Emergency Planning Coordinator shall serve as second alternate to the Emergency Services Manager. Figure 4-1 displays the EOC management positions.

Figure 4-1: EOC Management Positions
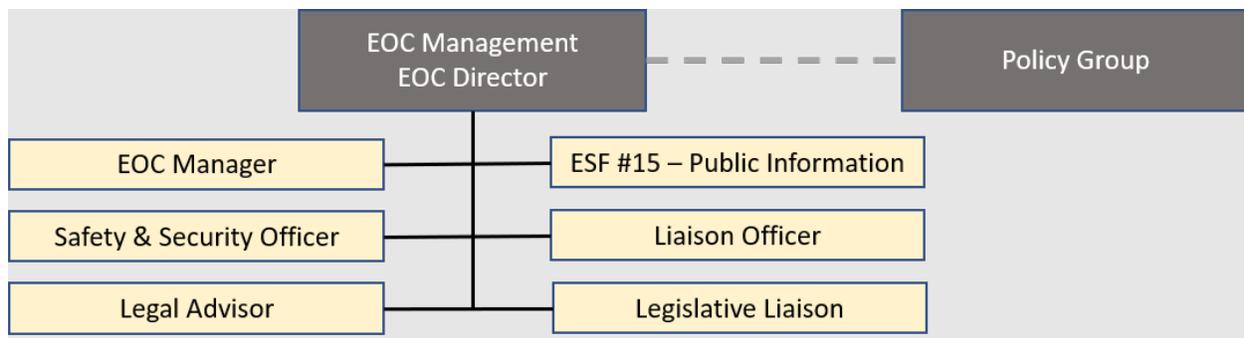
EOC Management positions include the following responsibilities:

4.2.1   Office of the Mayor

- Serve as an official spokesperson for the City of Oakland.

- Responsible for oversight of overall City of Oakland response.

- Serve as the liaison to the Governor.

- Serve as the liaison to the President.

- Serve as liaison to Regional Representatives

- Serve as liaison to State Representatives.

- Serve as liaison to Federal Representatives.

4.2.2   City Council

- Ratify the proclamation of a local emergency and vote to continue the proclamation if needed.

- Set overall City of Oakland policy.

- Establish communications with respective constituents.

4.2.3   City Administrator

- Serve as Director of Emergency Services.

- Proclaim a Local Emergency.

- Authorize evacuations.

- Direct all City of Oakland departments and resources.

- Recommend policy to Mayor and City Council.

- Chair all situation briefings and action planning sessions.

- Serve as a liaison to other local governments and special districts.

4.2.4 City Attorney

- Review all local emergency ordinances.

- Review or recommend any necessary new legislation.

- Provide legal advice to the Mayor, City Council, City Administrator, Emergency Manager, and others.

- Participate in all situation briefings and action planning sessions.

4.2.5 Emergency Manager

- Advise the City Administrator on the proclamation of a Local Emergency.

- Activate the EOC.

- Manage all EOC facility operations.

- Coordinate briefing and action planning sessions.

- Oversee the implementation of NIMS/SEMS.

- Direct the establishment of EOC staffing patterns.

- Provide for EOC support services.

- Deactivate the EOC.

4.2.6 ESF #15 – Public Information Officer

The City Administrator's or the Mayor's Public Information Officer (PIO) will serve as the Emergency PIO (EPIO).

- Ensure that information support is provided on request and that the information released is consistent, accurate, and timely, and appropriate. Ensure information is provided to all required agencies and the media in multiple formats where available, including audio and text format.

- Activate the Emergency Public Information Team (EPIT).

- Provide news releases, answer questions the media may have and arrange for tours or photo opportunities of the incident.

- Coordinate all information releases and media contacts with the EOC Director.

- Coordinate visits from dignitaries to tour areas affected by emergency.

4.2.7 Liaison Officer

EMSD will fill or will appoint an individual to serve in this role.

- Serve as the point of contact for Agency Representatives from assisting organizations and agencies outside the City of Oakland government structure.

- Coordinate the efforts of these outside agencies to reduce the risk of their operating independently

4.2.8   Legislative Liaison

The Office of the Mayor or a designated City Council member or designee will fill this position.

- Ensure that a link has been established between the City of Oakland and the legislative body to pass on information and requests and to lobby for the filling of requests.

- Communicate local needs of Oakland's legislative officers and establish a continued link between the jurisdiction and all other potential entities as needed.

- Identify issues that should be forwarded to the proper political entities to ensure the best possible response to the entire Oakland community.

- Although this is not a position described in ICS or SEMS, it is a management level function that has demonstrated its necessity during recent disasters. The Legislative Liaison is a part of the management staff and may be a singular person or a group who, as an incident dictates, establishes and maintains personal contact with the elected officials representing the impacted area at the county, state, and federal levels.

4.2.9   Safety/Security Officer

Oakland Fire Department or Oakland Police Department Personnel will fill this role.

- Identify and mitigate safety hazards and situations of potential City of Oakland liability during EOC operations and ensure a safe working environment in the EOC.

- Provide security for all EOC facilities and personnel access.

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4.3 Operations Section

Figure 4-2: Operations Section
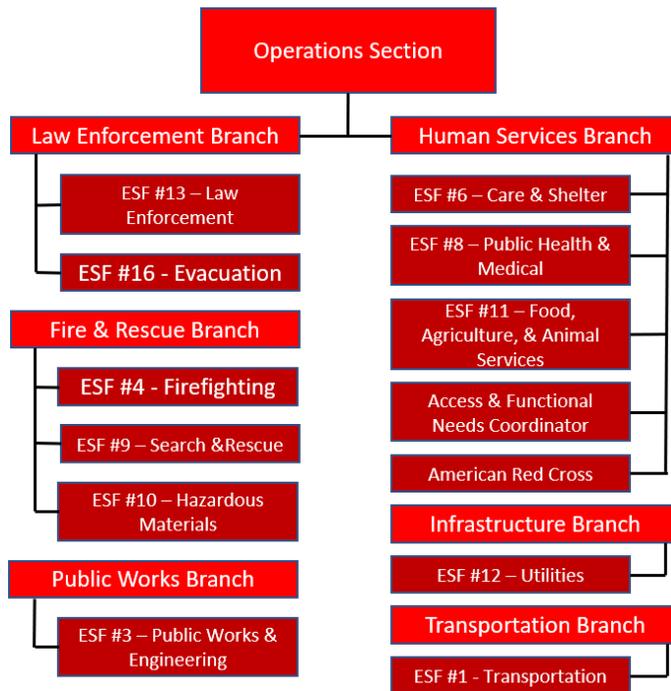
The Operations Section enhances the capability of the City of Oakland to respond to emergencies by carrying out coordinated tactical operations based upon the EOC Action Plan. The Operations Section's primary responsibility is to manage and/or support the tactical operation of various response elements involved in the disaster or emergency. Figure 4-2 shows the organizational structure of the Operations Section.

The Operations Section Chief position will be filled by either an Oakland Police Department (OPD) or Oakland Fire Department (OFD) Agency Representative depending on the nature of the hazard or threat. The Operations Section Chief will determine, based on present and projected requirements, the need for establishing specific or specialized branches and units. The highest-ranking OPD and/or OFD Agency Representative present will fill the position. First alternate and second alternate to the Operations Section Chief will be assigned by Chief of each agency. The Operations Section Chief also may be designated by the EOC Director.

4.3.1 Operations Section Chief

The Operations Section Chief, a member of the EOC General Staff, is responsible for coordinating all jurisdictional operations in support of the emergency response through implementation of the EOC Action Plan and for coordinating all requests for mutual aid and other operational resources. The Operations Section Chief is responsible for:

- Understanding the current situation

- Understanding field tactical operations status

- Awareness of location and assignments of currently deployed resources

- Predicting probable resource needs

- Preparing alternative strategies for procurement and resources management

4.3.2 Law Enforcement Branch (Includes ESF #13 – Law Enforcement and ESF #16 – Evacuation)

Figure 4-3: Law Enforcement Branch
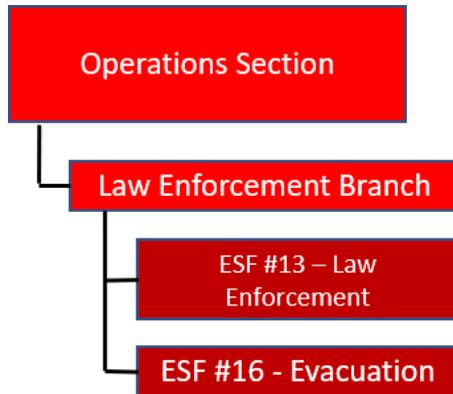
The Law Enforcement Branch is responsible for alerting and warning the public, coordinating evacuations, enforcing laws and emergency orders, establishing safe traffic routes, ensuring that security is provided at incident facilities, ensuring access control to damaged areas, ordering and coordinating appropriate mutual aid resources, and providing support to the Alameda County Coroner. OPD will provide representatives to the EOC. Figure 4-3 shows the organizational structure of the Law Enforcement Branch. Specific ESF responsibilities are summarized below (see ESF annexes for full list of responsibilities).

ESF #13 – Law Enforcement

- Monitor the status of law enforcement activities and ongoing law enforcement-related events in the City of Oakland.
- Monitor the status of law enforcement mutual aid activities.
- Provide law enforcement support to other branches.
- Analyze law enforcement needs and develop status reports of committed resources and future needs.
- Maintain contact with counterpart Law Enforcement Mutual Aid Regional Coordinators.

ESF #16 – Evacuation

- Provide guidance and analysis to help city leadership make the decision to evacuate.
- Identify actions that are required to implement an evacuation order.
- Provide information to ESF #15 – Public Information for notification to the public.
- Coordinate transportation support for evacuated population.
- Provide evacuation support for populations with disabilities and others with access or functional needs.
- Coordinate access control to the area being evacuated.
- Coordinate with ESF #6 – Mass Care and Shelter and ESF #8 – Public Health and Medical on the opening and announcement of reception centers and shelters.
- Coordinate the orderly and timely return/reentry of evacuees.

-

4.3.3   Fire and Rescue Branch (Includes ESF #4 – Firefighting, ESF #9 – Search and Rescue, and ESF #10 – Hazardous Materials)

Figure 4-4: Fire and Rescue Branch

The Fire and Rescue Branch is responsible for coordinating personnel, equipment, and resources committed to the fire, field medical, search and rescue, and hazardous materials elements of the incident. OFD is the lead for ESF #4 – Firefighting, ESF #9 – Search and Rescue, and ESF #10 – Hazardous Materials. Figure 4-4 shows the organizational structure of the Fire and Rescue Branch. Specific ESF responsibilities are summarized below (see ESF annexes for full list of responsibilities).

ESF #4 – Firefighting

- Monitor the status of fire activities and ongoing fire-related events in the City of Oakland.
- Monitor the status of fire mutual aid activities.
- Provide support to urban search and rescue effort.
- Provide non-fire support to other branches.
- Obtain information on fire incidents.
- Analyze fire and rescue needs and develop status reports of committed resources and future needs.
- Maintain contact with counterpart Fire Mutual Aid Regional Coordinators.

ESF #9 – Search and Rescue

- Direct and coordinate the overall search and rescue response effort in the affected area.
- Coordinate with police, emergency management, and other government officials to assist in locating missing or trapped victims.
- Establish a protocol for prioritizing response activities in coordination with activities of other ESFs.
- Develop and maintain a roster of personnel to staff ESF #9 – Search and Rescue with sufficient staffing for 24-hour operations as appropriate.

ESF #10 – Hazardous Materials

- Direct, coordinate, and integrate the overall city hazardous materials response in the affected areas(s).
- Assess if there is a need to evacuate and coordinate with other ESFs regarding evacuation needs.
- Dispatch all requests for mutual aid. Requests for fire or police mutual aid are already contained within existing agreements as part of the State Master Mutual Aid Agreement (MMAA).
- Recommend specific areas for evacuation in order to avoid duplication or missed areas.

4.3.4 Human Services Branch (Includes ESFs #6 – Mass Care and Shelter, ESF# 8 – Public Health and Medical, and ESF # 11 – Food, Agriculture, and Animal Services)

Figure 4-5: Human Services Branch

The Human Services Branch is responsible for providing mass care and shelter for disaster survivors and coordinating the provision of food, water, and other basic resources. The Human Services Branch serves as a liaison to the Alameda County Operational Area for appropriate medical/health response, including personnel, equipment, and resources needed to provide the best patient care possible, and the coordination of public health and sanitation. The Human Services Branch will coordinate efforts with the American Red Cross and other volunteer agencies. Human Services Department is the lead for the Human Services Branch and will provide a Branch Director. Figure 4-5 shows the organizational structure of the Human Services Branch. Specific ESF responsibilities are summarized below (see ESF annexes for full list of responsibilities).

ESF #6 – Mass Care and Shelter

- Identify basic needs and requirements (e.g., food, water, shelter) of disaster survivors.

- Identify locations to open mass care shelters using the City's primary and secondary shelter list(s).

- Coordinate with American Red Cross, Salvation Army, and other nonprofit care providers to provide personnel, food, and care for disaster survivors.

- Monitor and provide status reports on available shelter space and needs.

- Coordinate with the Emergency Functional Needs Coordinator (E-FNC) to identify and provide for a full spectrum of services and accommodations for populations with disabilities and others with access or functional needs.

EOC Functional Needs Coordinator (Access and Functional Needs Coordinator)

The City Administrator will appoint individual(s) to serve as the E-FNC.

- Appoint a Shelter Functional Needs Coordinator (S-FNC) for each shelter site to identify the needs of individuals with disabilities and others with access or functional needs. Provide technical assistance to support S-FNC.

- Provide advice on known and potential needs impacting people with disabilities and others with access or functional needs and how the City of Oakland may meet the needs of this population

- Coordinate with responders to provide support to functional needs populations, such as providing technical assistance to ensure shelter sites meet access requirements, coordinating transportation for individuals who require paratransit services, advising on types of durable medical equipment (DME) and consumable medical supplies (CMS) available, vendors who may be able to supply requested DME and CMS, and potential alternate accommodations, and ensuring policies and procedures meet ADA requirements.

Section 4: ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

ESF #8 – Public Health and Medical

- Coordinate and communicate with Alameda County Operational Area to coordinate medical and health issues of the City of Oakland.
- Communicate and coordinate with hospitals in the City of Oakland on non-medical issues.
- Coordinate with ESF #6 – Mass Care and Shelter on support for shelters.

### *ESF #11 – Food, Agriculture, and Animal Services*

- Determine the availability of foods safe for human consumption within the disaster area.
- Secure and deliver food supplies suitable for household distribution or for congregate meal service as appropriate for the incident.
- Develop a plan of operation that will ensure timely distribution of food supplies to mass care locations.
- Deploy potable water supply tankers or bottled water to locations identified by ESF #6 – Mass Care and Shelter and ESF #5 – Management.
- Monitor the number of mass feeding sites, including community and nonprofit food pantries and vendors, providing food to disaster survivors.
- Provide information and assistance to help prevent or minimize injury to and to preserve, protect, conserve, stabilize rehabilitate, or restore natural resources.
- Provide protection of historical properties located on state parks prior to, during, and/or after a disaster/emergency.
- Maintain ongoing agriculture surveillance of affected communities in order to rapidly identify and address agriculture-related problems.
- Assist with agriculture assessments at the disaster site to determine agriculture needs and priorities.
- Assist with agricultural emergency response and recovery.
- Coordinate the response to animal-related issues, including disposal services.
- Coordinate with volunteer organizations and agencies to provide volunteer services for animal care upon request.
- Identify sites/facilities for boarding and/or quarantining pets and other domestic animals, if possible.
- Expand animal sheltering capacity, as needed. Refer to the City of Oakland Animal Care Annex for specific policies/procedures/guidelines.
- Expand field animal search and rescue, as needed.

4.3.5 Transportation Branch (Includes ESF #1 – Transportation)

The Transportation Branch is responsible for maintaining and restoring damaged or destroyed public roadways and right-of-way, and assisting other functions with traffic issues as needed. The Oakland Department of Transportation (OakDOT) is the lead agency identified for the Transportation Branch. The Transportation Branch includes ESF #1 – Transportation. Figure 4-6 shows the organizational structure of the Transportation Branch. Specific ESF responsibilities are summarized below (see ESF annexes for full list of responsibilities).

ESF #1 – Transportation

Figure 4-6: Transportation Branch
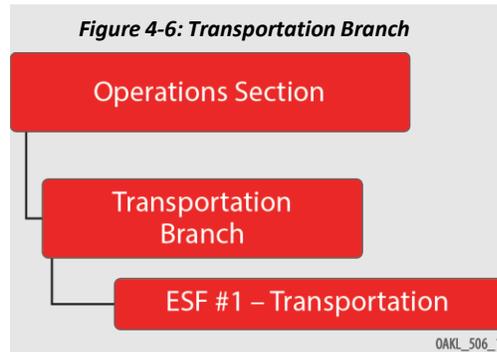
- Coordinate general traffic and access control.
- Conduct damage assessments of roads and other transportation infrastructure.
- Coordinate response operations to restore and maintain normal transportation and transit operations.
- Coordinate with ESF #13 – Law Enforcement and ESF #4 – Firefighting to identify evacuation routes and provide transportation assets to support evacuation clearance.
- Identify and coordinate transportation to support emergency response efforts, evacuation orders, and to support mass care shelters and disaster survivors.
- Provide or coordinate transportation assets for clearance, maintenance, or repair of roads.
- Coordinate field resources for debris removal for roadways and other transportation infrastructure.

4.3.6   Public Works Branch (Includes ESF #3 Public Works and Engineering)

Figure 4-7: Public Works Branch
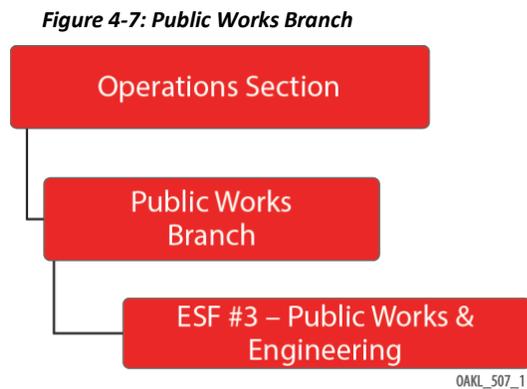
The Public Works Branch is responsible for maintaining and restoring damaged or destroyed public facilities, evaluating City of Oakland-owned and private structures for damage assessment, managing/coordinating disaster debris operations, and providing public works and engineering support as needed to make facilities available to populations with disabilities and others with access or functional needs. The Oakland Public Works Department (OPW) is the lead agency identified for the Public Works Branch and will coordinate and maintain contact with all private public works contractors to support their mission. The Public Works Branch includes ESF #3 – Public Works and Engineering. Figure 4-7 shows the organizational structure of the Public Works Branch. Specific ESF responsibilities are summarized below (see ESF annexes for full list of responsibilities).

ESF #3 – Public Works and Engineering

- Initiate and coordinate safety and damage assessments of City infrastructure.
- Manage/coordinate the collection and disposal of disaster debris.

- Provide or coordinate the acquisition of equipment and personnel to support disaster response and recovery operations such as debris removal, route recovery, repair, and construction, including through contract.
- Coordinate the provision of services and resources through contracts, including fuel, custodial services, and public works resources.

4.3.7 Infrastructure Branch (Includes ESF #12 – Utilities)

Figure 4-8: Infrastructure Branch

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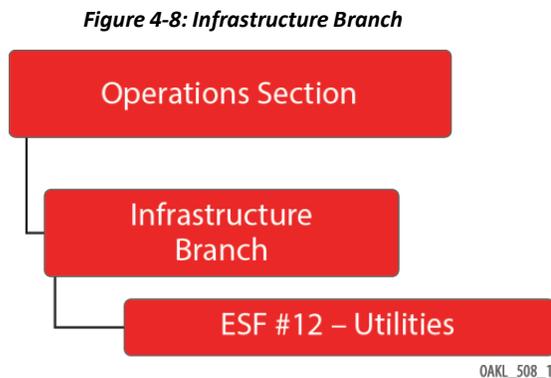
The Infrastructure Branch is responsible for establishing repair priorities, maintaining and restoring infrastructure such as utilities, and assisting other functions with infrastructure issues (including the management of infrastructure for search and rescue operations). OPW will coordinate and maintain contact with all private and municipal utilities (e.g., electric, gas, pipeline, fuel supply), and the Information Technology Department (ITD) will coordinate and maintain contact with emergency and standard telecommunications services. The Infrastructure Branch includes ESF #12 – Utilities. Figure 4-8 shows the organizational structure of the Infrastructure Branch. Specific ESF responsibilities are summarized below (see ESF annexes for full list of responsibilities).

ESF #12 – Utilities

- Coordinate as necessary with county and state agencies with utilities involvement, such as the California Energy Commission (electric, gas, fuel supply), Public Utilities Commission (electric, gas, water/wastewater, transportation, telecommunications), General Services Administration (telecommunications), State Water Resources Control Board (water/wastewater), Department of Water Resources and utility districts (dams), Department of Health Services (water quality), State Fire Marshall (pipelines), etc.
- Coordinate directly with utilities and other critical infrastructure owner and operators on operational status and restoration priority to support overall emergency response efforts.
- Coordinate field resource to conduct damage assessments of utilities.
- Coordinate field resources for debris removal in coordination with other ESFs.

4.4 Planning and Intelligence Section (Includes ESF#14 – Recovery)

Figure 4-9: Planning and Intelligence Section
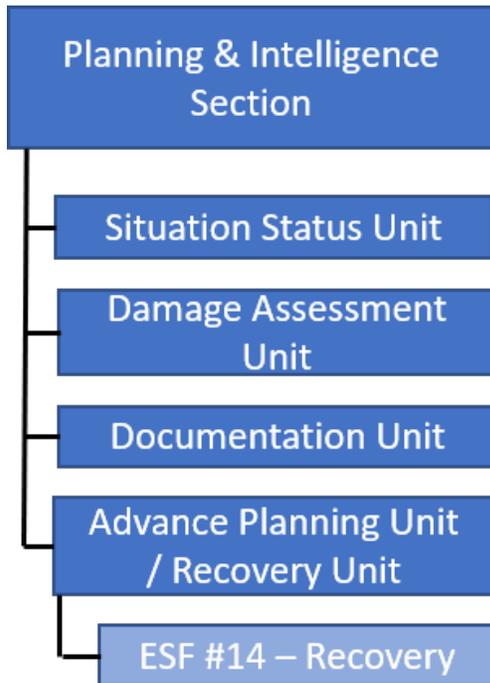
The activities of the Planning and Intelligence Section will be coordinated by the designated lead department based on the nature of the incident. The Field Incident Commander and the EOC Director will determine the most appropriate designation for the Planning Section Chief and Staff assignments. Figure 4-9 shows the organizational structure of the Planning and Intelligence Section.

The Planning and Intelligence Section's primary responsibility is to collect, evaluate, display, and disseminate incident information and status of resources. The Planning and Intelligence Section functions as the primary support for decision-making to the overall emergency organization. The Planning and Intelligence Section also provides anticipatory appraisals and develops plans necessary to cope with changing field events. During a disaster or emergency, other agency/department leadership will advise the Planning and Intelligence Section Chief on various courses of action from their departmental level perspective.

The Planning and Intelligence Section ensures that safety/damage assessment information is compiled, assembled, and reported in an expeditious manner to the various EOC sections, City of Oakland departments, and the Alameda County Operational Area EOC or Watch Commander. This assessment information is communicated via pre-established channels (including phone/fax/email). The Documentation Unit of the Planning and Intelligence Section is responsible for the detailed recording of the entire response effort and the preservation of these records during and following the disaster. The Planning and Intelligence Section will accomplish the following specific objectives during a disaster or emergency:

- Collect initial situation and safety/damage assessment information.

- Display situation and operational information in the EOC using maps and visual aids.

- Disseminate intelligence information to the EOC Director, EOC Coordinator, EPIO, General Staff, and the Alameda County Operational Area EOC or Watch Commander via pre-determined method of communication (including phone/fax/email).

- Conduct mapping operations.

- Prepare summary safety/damage assessment reports for dissemination to other sections, City of Oakland departments, the California Governor's Office of Emergency Services (Cal OES), the

Federal Emergency Management Agency (FEMA), and the Alameda County Operational Area via the County Sheriff's EOC or Watch Commander or other pre-established channels.

- Prepare required reports identifying the extent of damage and financial losses.

- Determine the City's post-event condition.

- Provide planning and intelligence support to other sections.

- Ensure accurate recording and documentation of the incident.

- Prepare EOC Action Plan(s) by Operational Period or more frequently when situations are changing.

- Prepare the After Action Report.

- Prepare a post-disaster recovery plan as appropriate in accordance with ESF #14 – Recovery.

- Maintain proper and accurate documentation of all actions taken to ensure that all required records are preserved for future use and Cal OES and FEMA filing requirements.

- Acquire technical experts for special interest topics or special technical knowledge subjects.

- Particular sectors and disciplines are areas key to any disaster response. It will be the responsibility of the Planning and Intelligence Section to locate the required information and make it available to the response community.

4.4.1 Planning and Intelligence Section Chief

The Planning and Intelligence Section Chief is a member of the General Staff responsible for the collection, evaluation, forecasting, dissemination, and use of information about the development of the incident and status of resources. The Planning and Intelligence Chief is responsible for:

- Ensuring that the Planning and Intelligence function is performed consistent with NIMS/SEMS guidelines

- Collecting, analyzing, and displaying situation information

- Preparing periodic situation reports

- Providing Geographic Information Services (GIS) and other technical support services to the various organizational elements within the EOC

- Initiating and documenting the EOC Action Plans and After Action Report

- Complete Incident Briefing form (ICS-201), and conduct Incident Briefings

- Advance planning

- Planning for demobilization

- Establishing the appropriate level of organization within the section, continuously monitoring the effectiveness of that organization, and making changes as required

- Exercising overall responsibility for the coordination of unit activities within the section

- Reporting to the EOC Director on all matters pertaining to section activities

4.4.2 Situation Status Unit

The Situation Status Unit is responsible for the collection and organization of incident status and situation information. The Situation Status Unit is also responsible for the evaluation, analysis, and display of information for use by EOC staff. Unit responsibilities are summarized below.

- Collect, organize, and analyze situation information from EOC sources. Ensure orderly flow of information within the EOC.

- Seek available information from any verifiable source that may be useful in the development of current situation assessments of the affected area.

- Develop situation status reports for dissemination to Planning and Intelligence Section Chief, EOC Director, and other Section Chiefs to initiate the action planning process

- Coordinate with the Liaison Officer to transmit approved reports to the Alameda County Operational Area EOC via pre-established channels and/or the Watch Commander.

- Evaluate the content of all incoming field situation and major incident reports to develop and maintain current maps and other displays (including the locations and types of incidents).

- Assess, verify, and prioritize situation information for situation intelligence briefings and situation status reports.

4.4.3   Documentation Unit

The Documentation Unit is responsible for initiating and preparing EOC Action Plans and After Action Reports, maintaining accurate and complete incident files, establishing and operating an EOC message center, providing copying services to EOC personnel, and preserving incident files for legal, analytical, and historical purposes. Unit responsibilities are summarized below.

- Maintain an accurate and complete record of significant disaster events.

- Assist other parts of the EOC organization in setting up and maintaining files, journals, and special reports.

- Collect and organize all written forms, logs, journals, and reports at completion of each shift from all sections.

- Establish and operate a message center at the EOC and assign appropriate internal and external message routing.

- Provide documentation and copying services to EOC staff.

- Compile, copy, and distribute EOC Action Plans as directed by the Section Chiefs.

- Compile, copy, and distribute After Action Report with input from other sections/units.

4.4.4   Damage Assessment Unit

The Damage Assessment Unit is responsible for maintaining detailed records of safety/damage assessment information and supporting the documentation process. Unit responsibilities are summarized below.

- Collect safety/damage assessment information from the Operations Section and other verifiable sources and prepare appropriate reports and provide them to the Planning and Intelligence Section Chief.

- Coordinate with the Public Works and Infrastructure Branches of the Operations Section for exchange of information.

- Coordinate with Alameda County Public Works representative when assigned to the City of Oakland.

- Utilize the Alameda County Operational Area safety/damage assessment procedures and forms via pre-established channels.

4.4.5   Advanced Planning/Recovery Unit

The Advance Planning/Recovery Unit is responsible for developing reports and recommendations for future time periods, for preparing reports and briefings for use in strategy and/or planning meetings including EOC Action Plans, and for ensuring that the City of Oakland requests all emergency assistance and disaster recovery costs for which it is eligible. The Advance Planning/Recovery Planning Unit is also responsible for conducting all initial recovery operations and preparing the EOC organization for transition to a recovery operations organization to restore the City of Oakland to pre-disaster condition as quickly and effectively as possible. Unit responsibilities are summarized below.

- Develop issues and requirements related to a time period, normally 12 to 72 hours in advance.

- Prepare special reports and briefings as necessary for use in strategy and/or planning meetings.

- Monitor action planning activity to determine the shift in operational objectives from response to recovery.

- Ensure that the City of Oakland receives all emergency assistance and disaster recovery costs for which it is eligible.

- Ensure that the City of Oakland is prepared to participate jointly with FEMA, Cal OES, Alameda County Operational Area, and nonprofit organizations to expedite disaster assistance for individuals, families, businesses, public entities, and others entitled to disaster assistance.

- Ensure that required and/or approved mitigation measures are carried out.

- Consider taking advantage of disaster-caused opportunities to correct past poor land-use practices while ensuring that legal safeguards for property owners and the jurisdiction are observed.

ESF #14 – Recovery

ESF #14 – Recovery is responsible for coordinating initial recovery efforts, including identifying, developing, and implementing recovery priorities, coordinating damage and recovery needs assessments, implementing financial disaster recovery measures, restoring government services, and transitioning activities and responsibilities for long-term recovery to a Long Term Recovery Organization, as necessary. ESF #14 is supported by a Recovery Planning Unit in the Planning and Intelligence Section.

4.4.6   Technical Specialists

Technical Specialists are advisors with special skills needed to support a field or function not addressed elsewhere or by any other discipline. Technical Specialists (who may or may not be employees of public or private agencies) may report to the Planning and Intelligence Section Chief, function within an existing unit such as the Situation Status Unit, form a separate unit if required or be reassigned to other parts of the organization (Operations, Logistics, or Finance and Administration).

4.5 Logistics Section

Figure 4-10: Logistics Section

```
Logistics Section
    Personnel Unit
    Food Unit
    Facilities Unit
    Resource Management
    Unit
    ESF #7 - Resources
    Information
    Technology Unit
    ESF #2 - Communications
    ESF #17 – Volunteer &
    Donations
    Management
```
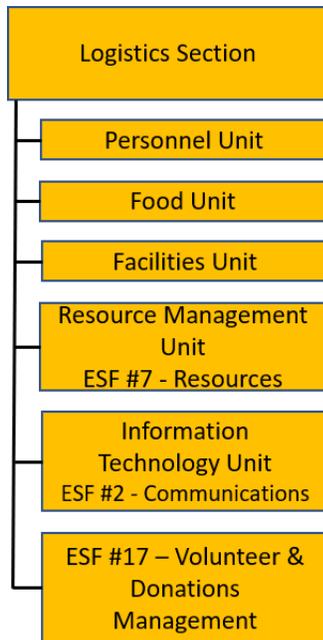
The Logistics Section's primary responsibility is to ensure the acquisition, transportation, and mobilization of resources to support the response effort at the disaster sites, public shelters, EOCs, etc. Logistics provides all necessary personnel, supplies, and equipment procurement support. Methods for obtaining and using facilities, equipment, supplies, services, and other resources to support emergency response at all operational sites during disaster or emergency conditions will be the same as that used during normal operations unless authorized by the EOC Director or emergency orders of the City Council. The Director of OPW serves as the Logistics Section Chief and the Deputy Police Chief serves as the first alternate to the Logistics Section Chief. Figure 4-10 shows the organizational structure of the Logistics Section.

The Logistics Section will accomplish the following specific objectives during a disaster or emergency:

- Collect information from other sections to determine needs and prepare for expected operations.

- Coordinate provision of logistical support with the EOC Director.

- Prepare required reports identifying the activities performed by the Logistics Section.

- Determine the City of Oakland's logistical support needs and plan for both immediate and long- term requirements.

- Maintain proper and accurate documentation of all actions taken and all items procured to ensure that all required records are preserved for future use and Cal OES and FEMA filing requirements.

4.5.1 Logistics Section Chief

The Logistics Section Chief is responsible for supporting the response effort and the acquisition, transportation, and mobilization of resources. The Logistics Section Chief is responsible for:

- Managing and tracking assessments

- Managing all radio, data, and telephone needs of the EOC

- Coordinating transportation resources and supporting transportation needs for law enforcement and other first responders

- Managing personnel issues and registering volunteers as Disaster Services Workers (DSW)

- Obtaining all materials, equipment, and supplies to support emergency operations

- Coordinating management of facilities used during disaster response and recovery

- Establishing the appropriate level of organization within the section, continuously monitoring the effectiveness of that organization, and making changes as required

- Forming additional units as dictated by the situation

- Exercising overall responsibility for the coordination of branch, group, and unit activities within the Logistics Section

- Coordinating the provision of logistical support for the EOC

- Reporting to the EOC Director on all matters pertaining to Logistics Section activities

4.5.2 Personnel Unit

The Personnel Unit is responsible for obtaining, coordinating, and allocating all non-fire and non-law enforcement mutual aid personnel support requests received. Unit responsibilities are summarized below.

- Coordinate all personnel support requests received at or within the EOC, including any category of personnel support requested from the EOC functional elements or from City of Oakland response elements in the field.

- Identify sources and maintain an inventory of personnel support and volunteer resources. Request personnel resources from those agencies as needed.

- Assign personnel within the EOC as needs are identified.

- Coordinate Emergency Management Mutual Aid (EMMA) as necessary through the Alameda County Operational Area via the Alameda County Operational Area EOC or Watch Commander.

4.5.3 Facilities Unit

The Facilities Unit is responsible for ensuring that adequate facilities are provided for the response effort, including securing access to the facility and providing staff, furniture, supplies, and materials necessary to configure the facility in a manner adequate to accomplish the mission. Unit responsibilities are summarized below.

- Coordinate and oversee the management of and support to the EOC and other essential facilities and sites used during disaster operations.

- Coordinate with other EOC branches, groups, and units for support required for facilities.

- Support activities for restoration of disrupted services and utilities to facilities.

- Coordinate with Finance and Administration Section on any claims or fiscal matters relating to facilities operations.

- Close out each facility when no longer needed.

4.5.4 Resources Management Unit (Includes ESF #7 – Resources)

The Resource Management Unit includes ESF #7 – Resources and is responsible for maintaining detailed tracking records of resources allocation and use (resources already in place, resources requested but not yet on scene, and estimates of future resource needs), for maintaining logs and invoices to support the documentation process, and for resources information displays in the EOC. It cooperates closely with the Operations Section (to determine resources currently in place and resources needed) and with the Planning and Intelligence Section (to provide resources information to the EOC Action Plan). Specific ESF responsibilities are summarized below (see ESF annexes for full list of responsibilities).

- Receive, analyze, and process resource request.

- Identify, mobilize, track, and demobilize resources needed to support response operations.

- Coordinate and oversee the allocation and distribution of resources not normally obtained through existing mutual aid sources, such as food, potable water, petroleum fuels, heavy and special equipment, and other supplies and consumables.

- Provide supplies for the EOC, field operations, and other necessary facilities.

- Coordinate and arrange for food for EOC, field operations, and necessary facilities (in coordination with ESF # 11 – Food, Agriculture, and Animal Services).

- Determine if the required items exist within the City of Oakland supply system.

- Determine the appropriate supply houses, vendors, or contractors who can supply the item, product, or commodity if City of Oakland stocks do not exist.

- Purchase items within limits of delegated authority from Finance and Administration Section.

- Coordinate with the Finance and Administration Section on actions necessary to purchase or contract for items exceeding delegated authority.

- Arrange for the delivery of the items requisitioned, contracted for, or purchased.

- Maintain records to ensure a complete accounting of supplies procured and monies expended.

- Support activities for restoration of disrupted services and utilities.

- Prepare and maintain displays, charts, and lists that reflect the current status and location of controlled resources, transportation, and support vehicles.

- Establish resources reporting system for field and EOC units.

- Prepare and process resource status change information.

- Provide information to assist the Situation Status and Documentation Units of the Planning and Intelligence Section in strategy planning and briefing presentations.

4.5.5 Volunteer and Donations Management Unit (Includes ESF #17 – Volunteer and Donations)

ESF #17 – Volunteer and Donations Management provides guidance for the engagement and coordination of volunteers, volunteer services, and donations management in an emergency and establishes a consistent framework for coordinating with volunteer organizations supporting a response. Specific ESF responsibilities are summarized below (see ESF annexes for full list of responsibilities).

Volunteers

- Ensure that all DSWs and volunteers are registered and integrated into the emergency response system.

- Identify the type of volunteers needed based on the priorities for provision of critical needs (food, water, shelter, healthcare, and urban search and rescue).

- Coordinate with the volunteer agencies for volunteer involvement, activation, and the management of spontaneous volunteers.

- Coordinate with ESF #15 – Public Information to develop clear communication strategies with the local news media for the types of volunteers needed.

- Coordinate with ESF #7 – Resources to create the volunteer staging areas or emergency volunteer centers within the emergency area.

- Track the number of volunteers, agencies involved in volunteer efforts, issues that arise, hours worked, and the location for all volunteer staging areas.

- Provide status updates and other information to ESF #5 – Management.

Donations

- Determine the initial needs assessment for donated goods.

- Identify operating facilities suitable as donation warehouses and distribution sites.

- Coordinate with ESF #15 – Public Information on developing the messages for the types and amount of donations needed, as well as the donations drop-off location.

- Coordinate with ESF #7 – Resources when receiving and sorting unsolicited items to be transferred to distribution sites for distribution to disaster victims. Distribution sites should be established as close to the disaster area as safely possible for disaster victims to obtain needed items that may be available.

- Direct inquiries concerning donations for a specified organization to that organization. Once a donation has been accepted by a specific agency, it becomes the property of that agency.

- Direct unsolicited and undesignated donations to an agency that has agreed to accept such goods and services. If a donation arrives unsolicited, but can be used, it will be accepted and directed to the appropriate location/agency. Donations that cannot be used or that are deemed a health hazard may be rejected.

- Coordinate with ESF #1 – Transportation for the transport of donations from the collection and warehouse sites to the distribution sites, if necessary.

- Establish proper procedures or policies for any cash, credit, or check donations.

- Provide status updates and other information to ESF #5 – Management.

4.5.6 Information Technology/Communications Unit (ESF #2 – Communications)

The Information Technology/Communications Unit includes ESF# 2 – Communications and is responsible for managing all radio, data, and telephone needs to support the response. Specific ESF responsibilities are summarized below (see ESF annexes for full list of responsibilities).

- Notify support agencies and oversee the installation, activation, and maintenance of all radio, data, and telephone communications services inside of the EOC and between the EOC and outside agencies.

- Determine the appropriate placement of all radio transmitting equipment brought to the EOC to support operations. Approve all radio frequencies to minimize interference conditions.

- Provide necessary communication system operators and ensure effective continuous 24-hour operation of all communications services.

- Copy and log incoming radio, data, and telephone reports on situation reports, major incident reports, resource requests, and general messages.

- Make special assignment of radio, data, and telephone services as directed by the EOC Director.

- Organize, place, and oversee the operation of amateur radio services working in support of the EOC.

4.6 Finance and Administration Section

Figure 4-11: Finance and Administration Section

Finance & Administration Section
- Purchasing Unit
- Cost Accounting Unit
- Compensations/Claims
- Time Unit
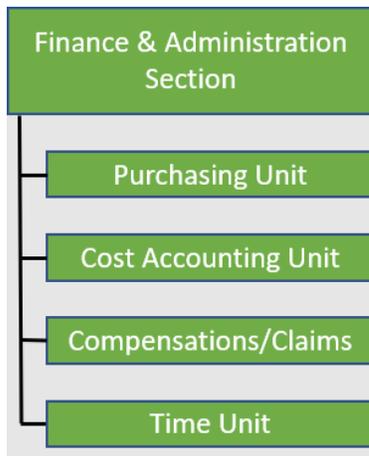
The Finance and Administration Section at the EOC is responsible for tracking and approval of all expenditures and costs associated with the activation and operations of the EOC. It is anticipated that any citywide emergency response may require some complex purchasing arrangements not common to other disasters. Any authority for purchases or costs not expressly conveyed to the activated EOC are to be coordinated through and approved by the Finance and Administration staff at the EOC.

The Director of Finance serves as the Finance and Administration Section Chief. Oversight by the City Administrator's and City Auditor's Offices will also provide assistance. Figure 4-11 shows the organizational structure of the Finance and Administration Section.

The Finance and Administration Sections responsibilities are:

- Maintain to the greatest extent possible the financial systems necessary to keep the City of Oakland functioning during a disaster or emergency. These systems include:

- Payroll

- Payments

- Revenue collection

- Claim processing

- Cost recovery documentation

- Supervise the negotiation and administration of vendor and supply contracts and procedures.

- Preserve all required records for future use and Cal OES and FEMA filing requirements through maintenance of proper and accurate documentation of all actions taken.

4.6.1 Finance and Administration Section Chief

The Finance and Administration Section Chief supervises the financial support, response, and recovery for the disaster or emergency; ensures that the payroll and revenue collection process continues; and activates the Disaster Accounting System. The Finance and Administration Section Chief will:

- Implement a Disaster Accounting System

- Maintain financial records of the emergency

- Track and record all agency staff time

- Process purchase orders and contracts in coordination with Logistics Section

- Process worker's compensation claims received at the EOC

- Handle travel and expense claims

- Provide administrative support to the EOC

- Establish the appropriate level of organization within the section, continuously monitor the effectiveness of that organization, and make changes as required

- Exercise overall responsibility for the coordination and supervision of all unit activities within the section

- Ensure that the section is supporting other EOC sections consistent with priorities established in the EOC Action Plan

- Keep the EOC Director updated on all significant financial developments

4.6.2   Purchasing Unit

The Purchasing Unit is responsible for administering all financial matters pertaining to purchases, vendor contracts, leases, fiscal agreements and tracking expenditures. The Purchasing Unit is responsible for coordinating with the Resources Management Unit in the Logistics Section to identify sources of equipment, prepare and sign equipment rental agreements, and process all administrative paperwork associated with equipment rental and supply contracts, including incoming and outgoing mutual aid resources. The Purchasing Unit is also responsible for ensuring that all records identify scope of work and site-specific work location. Unit responsibilities are summarized below.

- Coordinate with ESF #7 – Resources to identify sources for equipment, expendable materials, and resources.

- Manage all equipment rental agreements.

- Initiate vendor contracts associated with EOC activities within purchase authority limits established by City Council or EOC Director.

- Process all administrative paperwork associated with equipment rental and supply contracts.

4.6.3   Cost Accounting Unit

The Cost Accounting Unit is responsible for providing cost analysis data for the incident to help the planning and recovery efforts. The Cost Analysis Unit must ensure that all pieces of equipment and personnel that require payment are properly identified, obtain and record all cost data, analyze and prepare estimates of incident costs and maintain accurate records of incident costs.

The Cost Accounting Unit will be increasingly tasked to support the planning function in terms of cost estimates of resources used. The Cost Analysis Unit must maintain accurate information on the actual costs for the use of all assigned resources. Unit responsibilities are summarized below.

- Provide all cost analysis activity associated with EOC operation.

- Obtain and record all cost data for the disaster or emergency.

- Ensure the proper identification of all equipment and personnel requiring payment.

- Analyze and prepare estimates of EOC costs.

- Maintain accurate record of EOC costs.

4.6.4   Compensation and Claims Unit

The Compensation and Claims Unit is responsible for managing the investigation and compensation of physical injuries and property damage claims involving the City of Oakland arising out of a disaster or

emergency, including completing all forms required by worker's compensation programs and local agencies, maintaining a file of injuries and illnesses associated with the incident, and providing investigative support of claims and for issuing checks upon settlement of claims. Unit responsibilities are summarized below.

- Accept as agent for the City of Oakland claims resulting from a disaster or emergency.

- Collect information for all forms required by Workers Compensation and local agencies.

- Maintain a file of injuries and illness associated with the personnel activity at the EOC and maintains a file of written witness statements on injuries.

- Manage and direct all compensation for injury specialists and claims specialists assigned to the disaster or emergency.

- Provide investigative support in areas of claims for bodily injury and property damage compensation presented to the City of Oakland.

4.6.5   Time Unit

The Time Unit should be activated at the onset of any disaster or emergency and is responsible for maintaining the Disaster Accounting System and procedures to capture and document costs relating to a disaster or emergency in coordination with other sections and departments. The Cost Recovery Unit also acts as liaison with the disaster assistance agencies and coordinates the recovery of costs as allowed by law. Maintenance of records in such a manner that will pass audit is also an extremely important task of this Unit. Unit responsibilities are summarized below.

- Document information for reimbursement from the state and federal governments.

- Activate and maintain Disaster Accounting System.

- Coordinate documentation of costs with other sections and departments.

- Coordinate cost recovery with disaster assistance agencies.

4.7 City Department and Agency Requirements for Emergency Preparedness

Each City department and agency is responsible for ensuring that critical staff are identified and trained at levels that enable effective execution of existing response plans, procedures, and policies. Departments and agencies tasked by this EOP with specific emergency management responsibilities should complete the following actions:

- Maintain current internal personnel notification rosters and standard operating procedures to perform assigned tasks (notifications, staffing, etc.) and provide all relevant information to EMSD for planning purposes.

- Provide EMSD with your department or agency's current contacts, including primary and alternate phone numbers and email addresses for primary and alternate contacts.

- Analyze need and determine specific communications and information sharing resource needs and requirements.

- Identify potential sources of additional equipment and supplies.

- Ensure continuous leadership and authority for emergency actions and decisions in emergency conditions.

- Protect records, facilities, and organizational equipment deemed essential for sustaining government functions and conducting emergency operations.

- Identify and ensure that alternate operating locations are available if the primary location suffers damage, becomes inaccessible, or requires evacuation.

- Protect emergency response staff by obtaining personal protective equipment for responders. And encouraging staff to prepare family disaster plans, including arrangements for the safety and welfare of emergency worker's families if sheltering is required

4.8 Operational Area, State, and Federal Assistance

In accordance with NIMS and SEMS, if the City of Oakland is overwhelmed, assistance may be requested from the Operational Area, managed by Alameda County. If the Operational Area is unable to supply the requested support, it may direct the request to the state via the Regional Emergency Operations Center (REOC). If federal assistance is required, a request for federal assistance is generated by the REOC, submitted to the State Operations Center (SOC) for approval, and transmitted to FEMA.

The responsibilities of the Operational Area, state, and federal organizations can be found in the Alameda County Emergency Operations Plan, the State of California Emergency Plan, and the National Response Framework.

4.9 Prevention Roles and Responsibilities

The City of Oakland Police Department in close coordination with Alameda County Sherriff works with the Northern California Regional Intelligence Center (NCRIC) to obtain, analyze, and disseminate intelligence information to prevent crimes and terrorist threats of all sizes and magnitude.

4.10 Protection and Restoration of Critical Infrastructure and Key Resource

Prior to a disaster, The City of Oakland Police Department and the Alameda County Sherriff work in close coordination with critical infrastructure owners and operators to protect and prevent damage to infrastructure. Oakland has developed and maintains an Automated Critical Asset Management System (ACAMS) database that helps identify and protect critical infrastructure and key resource assets. This database is available to cleared personnel in the EOC and is managed and maintained by the Oakland Police Department.

4.11 Managing and Incorporating Unaffiliated Volunteers in Emergency Operations

ESF #17 – Volunteer and Donations Management provides guidance for the engagement and coordination of volunteers, volunteer services and donations management in an emergency, and establishes a consistent framework for coordinating volunteers (affiliated and unaffiliated). The Human Resources Management Department is identified as the lead for ESF #17 – Volunteer and Donations Management.

4.12 Public Safety Enforcement

The City of Oakland Municipal Code, Title 9 – Public Peace, Morales, and Welfare established the City of Oakland's policy regarding maintaining public order and specific fines and actions that the City of Oakland may take to maintain public order. ESF #13 – Law Enforcement provides for the safety of citizens and security of property during public emergencies. ESF #13 – Law Enforcement prescribes the procedures for the command, control, and coordination of citywide law enforcement personnel to support emergency operations. ESF #13 – Law Enforcement also provides for the coordination between city and county agencies.

4.13 Credentialing

EMSD maintains a list of all personnel who have taken and passed the required SEMS and NIMS training required for EOC positions.

Individual departments, including Oakland Police Department and Oakland Fire Department, maintain a roster of training and credentials required for their personnel.

4.14 Resource Inventories

Individual departments manage and maintain inventories of their resources. These resources have not been NIMS typed.

The City of Oakland is in the initial stages of developing a comprehensive resource management system that will include a consistent system to inventory and type resources owned by the City of Oakland.

4.15 Mutual Aid

The City of Oakland is a signatory jurisdiction to the California's Disaster and Civil Defense MMAA. This Agreement obligates each signatory entity to provide aid to each other during an emergency without expectation of reimbursement. Under specific conditions, federal and state monies may be appropriated to reimburse public agencies who aid other jurisdictions. If other agreements, memoranda, and contracts are used to provide assistance for consideration, the terms of those documents may affect disaster assistance eligibility and local entities may only be reimbursed if funds are available.

Mutual aid is intended to ensure that adequate resources, facilities, and other emergency support are provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

To facilitate coordination and flow of mutual aid, Cal OES oversees six mutual aid regions among the three administrative regions. The City of Oakland is located in Mutual Aid Region II within the Cal OES Coastal Region.

California's mutual aid system is discipline specific: law enforcement, fire service and rescue, emergency services and medical and health services.

4.15.1 Law Enforcement Mutual Aid

The Law Enforcement Mutual Aid System is an ongoing cooperative effort among law enforcement agencies to coordinate state resources in support of local law enforcement during a wide range of emergencies. The Cal OES Law Enforcement Branch coordinates all inter-regional and state agency activity relating to mutual aid under the Law Enforcement Mutual Aid Plan, Search and Rescue Mutual Aid Plan,

and the Coroner Mutual Aid Plan. Law enforcement mutual aid is coordinated through seven mutual aid regions in California.

Law Enforcement Mutual Aid Plan: The Law Enforcement Mutual Aid Plan delineates current state policy concerning law enforcement mutual aid. The plan describes the standard procedures used to acquire law enforcement mutual aid resources and the method to ensure coordination of law enforcement mutual aid planning and readiness at the local, state, and federal levels.

Search and Rescue Mutual Aid Plan: The Search and Rescue (SAR) Mutual Aid Plan supports and coordinates responses of personnel and equipment to SAR incidents that include:

- Searching for, locating, accessing, stabilizing, rescuing, and transporting victims in/from locations that are not reasonably accessible from roadways

- Searching for downed aircraft

- Conducting high-angle rope rescue

- Implementing water rescues from the ocean, swift water, or flood

- Operating in areas where access to victims requires equipment and personnel transported by foot or unconventional vehicles

- Operating in locations remote from vehicular access

- Operating in situations that require responder personal self-sufficiency

- Operating during prolonged operational periods in wilderness terrain and dangerous weather, and

- Investigations of missing person incidents that may involve criminal act

4.15.2 Fire Service and Rescue Mutual Aid System

The Cal OES Fire and Rescue Branch coordinates all inter-regional and state agency activity relating to mutual aid under the California Fire Service and Rescue Mutual Aid Plan. The mutual aid plan provides for systematic mobilization, organization, and operation of necessary fire and rescue resources on local, operational area, regional, statewide basis in order to mitigate the effects of disasters, whether natural or human-caused.

For additional information regarding this system's organization, responsibilities, and procedures, refer to the California Fire Service and Rescue Emergency Mutual Aid System, Mutual Aid Plan.

Urban Search and Rescue Mutual Aid Program: The Cal OES Fire and Rescue Branch supports and coordinates responses of personnel and equipment to Urban Search and Rescue (US&R) incidents that include searching for, locating and rescue of victims from locations that are reasonably accessible from roadways as well as for locating and rescuing victims of urban accidents and disasters with heavy rescue and fire suppression capabilities that are generally truck-based. A US&R incident (typically known location of victims) would include searching for, locating and rescuing victims of structure collapse, construction cave-ins, trench, confined space, high angle structure rope rescue and similar accidents and disasters and water rescues (ocean, swift water, and flood.)

4.15.3 Medical Health Mutual Aid System

The California Emergency Medical Services Authority (EMSA) administers the Medical/Health Mutual Aid System. The purpose of the system is to identify, attain, and mobilize medical supplies and personnel from unaffected regions of the State to meet the needs of disaster victims. The coordination and acquisition of

medical/health mutual aid resources involves federal, state, and local agencies as well as the private sector (hospitals, medical supply vendors, ambulance companies, etc.). ESF #8 – Public Health and Medical includes additional details regarding this process.

When local resources are exhausted requests for medical mutual aid should go through the Medical/Health Operational Area Coordinator (MHOAC). The MHOAC shall assist the Operational Area coordinator in the coordination of medical and health disaster resources within the operational area, and be the point of contact in that Operational Area, for coordination with the Regional Disaster Medical Health Coordinator, Cal OES, Cal OES Coastal Region, the California Department of Public Health, and EMSA.

4.15.4 Emergency Management Mutual Aid System

The EMMA Plan describes the process by which local, Operational Area, regional, and state organizations coordinate to support all other emergency services not included in the other systems. Requests are coordinated and met through utilization of SEMS. EMMA is a sub-system with the purpose of providing emergency management personnel from unaffected areas to support disaster operations in affected jurisdictions.

In order to carry out the concepts of the Emergency Managers Mutual Aid Plan, the state has prepared a companion Emergency Managers Mutual Aid Guidance document that provides policies, procedures, checklists, and forms to support mutual aid administration.

4.15.5 Mutual Aid Coordination

All mutual aid requests from the City of Oakland will be made through the Alameda County Operational Area EOC (if activated) or the on-duty Watch Commander (if the EOC is not activated).

The Alameda County Operational Area then requests law, public works, emergency management, or other mutual aid through its regular channels. Fire mutual aid is coordinated through the designated Regional Fire Coordinator.

Emergency Medical Services and Public Health mutual aid requests are sent directly to the MHOAC through the Alameda County EMS Agency. ESF #8 – Public Health and Medical details this process.

City of Oakland Police Department and Fire Department will appoint representatives to serve as their Agency Representatives and work with the Operation al Area to request mutual aid assistance.

5.1 Framework for Direction and Control

In accordance with the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS), Command is responsible for the directing, ordering, and/or controlling of resources at the field response level. Management is responsible for overall emergency policy and coordination at the Emergency Operations Center (EOC).

Command: A key concept in all emergency planning is to establish command and tactical control at the lowest level that can perform that role effectively in the organization. In the Incident Command System (ICS), the Incident Commander (IC), with appropriate policy direction and authority from the responding agency, sets the objectives to be accomplished and approves the strategy and tactics to be used to meet those objectives. The IC has overall responsibility for the incident. The IC will be the best qualified person at the scene, and as such, the position is incident-dependent.

If the event covers multiple jurisdictions, a unified command may be established and the Unified Commander (UC) will have overall control and the City of Oakland will support the Unified Command.

Management: The EOC serves as a central location from which multiple agencies or organizations coordinate information collection and evaluation, resource management, and determine/establish policy decisions. The EOC works to support the incident on-scene. Within the EOC, the Management function:

- Facilitates multi-agency coordination and executive decision making in support of the incident response

- Implements the policies established by the governing bodies

- Facilitates the activities of the Multi-Agency Coordination (MAC) Group

- Provides accurate and timely emergency information to the public

5.2 Coordination and Communication Flow

This section describes how field units, Department Operation Centers (DOCs), and the City of Oakland EOC coordinate and communicate. In general, the EOC is activated to support field operations when an emergency requires additional resources or coordination. Field IC(s) and the EOC will establish communications when the EOC is activated. The IC(s) will communicate with their DOCs. The DOCs will in turn communicate with the EOC.

The EOC will establish communications with the Operational Area EOC. The Operational Area EOC will communicate with the regional emergency operations center (REOC) and the REOC will communicate with the State Operations Center (SOC).

5.2.1   Incident Command

ICs in the field are responsible for the following actions:

- Set the incident objectives, strategies, and priorities for the incident.

- Request resources via the chain of command, through the appropriate DOC.

- Route Unified Command Post (UCP) requests through the DOC affiliated with requesting UC member.

- Support departments on scene.

- Requests for resources of departments not on scene will be routed through the DOC affiliated with the IC/UC and forwarded to the appropriate EOC branch.

- Receive, manage, and command the resources upon arrival (for example, fire engines, shelter tents, air-tactical units, and food supplies).

5.2.2   Department Operations Center

The DOC is responsible for the following actions:

- Receive resource requests from the IC and fulfill the request from department resources or channel the resource requests to either a discipline-specific mutual aid system or the appropriate EOC branch.

- Maintain and/or facilitate communication and coordination between the IC and the EOC.

- May assign and/or receive resource requests from the EOC.

5.2.3   Emergency Operations Center

The EOC is responsible for the following actions:

- Receive resource requests from the DOC and/or field and manage those requests or forward them to the appropriate EOC section (e.g., Logistics), branch, unit, or mutual aid system.

- Receive resource requests from other branches within the EOC and manage those requests or forward them to a DOC for action.

- May establish resource allocation priorities and share them with DOCs.

- Receive situation reports from the DOC and ensure data is made available to the EOC and captured by the EOC Planning and Intelligence Section Situation Status Unit to be included in the common operating picture.

- Maintain communication and coordination between other EOC branches, subsequent groups and units, appropriate DOCs, nongovernmental organizations, special districts, and private sector organizations.

5.3 Multi-jurisdictional Coordination System and Process

SEMS is the cornerstone of California's emergency response system and the fundamental structure for the response phase of emergency management. SEMS is required by the California Emergency Services Act (ESA) for managing multi-agency and multi-jurisdictional responses to emergencies in California. The system unifies all elements of California's emergency management community into a single integrated system and standardizes key elements. SEMS incorporates the use of the Incident Command System (ICS), California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA), the Operational Area concept, and multi-agency or interagency coordination. State agencies are required to use SEMS and local government entities must use SEMS in order to be eligible for any reimbursement of response-related costs under the state's disaster assistance programs.

In addition to SEMS, the City of Oakland also follows and complies with the NIMS.

5.3.1   Multi-agency Coordination Groups

Larger scale emergencies involve one or more responsible jurisdictions and/or multiple agencies. Management personnel from the responsible jurisdictions form a Unified Command and/or a MAC Group. Provision is made for situation assessment, determining resources requirements, establishing a logistical

system and allocating resources. EOCs, dispatch centers, and other essential facilities located in, or adjacent to, the affected area are activated. The Cal OES Coastal REOC and SOC are activated to support the Operational Area needs.

- Multi-agency Coordination System (MACS): Multi-agency coordination is a process that allows all levels of government and all disciplines to work together more efficiently and effectively. Multi-agency coordination occurs across the jurisdictional lines, or across levels of government. The primary function of MACS is to coordinate activities above the field level and to prioritize the incident demands for critical or competing resources. MACS consist of a combination of elements: personnel, procedures, protocols, business practices, and communications integrated into a common system.

- MAC Groups: Agency administrators/executives who are authorized to represent or commit agency resources and funds are brought together to form MAC Groups. MAC Groups may be established at any level or in any discipline. Under SEMS, MAC Group activities are typically facilitated by EOCs. A MAC Group can accomplish the following:

    o Commit agency resources and funds

    o Provide coordinated decision making

    o Allocate resources among cooperating agencies

    o Establish priorities among incidents

    o Harmonize agency policies

    o Provide strategic guidance to support incident management activities

5.4 Relationship among Local Plans

Emergency management involves several kinds of plans. While this Emergency Operations Plan (EOP) may serve as the centerpiece for the City of Oakland's emergency response plan, it does not and cannot cover all aspects of emergency preparedness. The EOP defines the scope of preparedness and emergency management activities necessary to respond and recover from a wide range of anticipated hazards and threats. The Oakland EOP accomplishes the following:

- Assigns responsibility to organizations and individuals for carrying out specific actions that exceed routine responsibility at projected times and places during an emergency

- Sets forth lines of authority and organizational relationships and shows how all actions will be coordinated

- Describes how people (including unaccompanied minors, individuals with disabilities, others with access and functional needs, and individuals with limited English proficiency) and property are protected

- Identifies personnel, equipment, facilities, supplies, and other resources available within the jurisdiction or by agreement with other jurisdictions

The EOP contains both Emergency Support Function (ESF) annexes and Incident Annexes. The ESFs pre-designate a jurisdictional lead agency to provide coordination and oversight over the functional area. The incident annexes describe unique response details that apply to that specific hazard.

The City of Oakland's EOP works in tandem with other plans.[14]

- **Department/Agency Emergency Plans and Procedures**: The EOP works with individual department emergency plans and procedures. Each City of Oakland department or agency is expected to have an individual emergency response plan or procedures that describe how the department or agency will support emergency response efforts both in the field and in the EOC.

- **Continuity plans**: Continuity of Operations Plans (COOPs) outline mission essential functions that must be performed during an incident that disrupts normal operations and the methods by which these functions will be performed. They also describe the process for timely resumption of normal operations once the emergency has ended. COOPs address the continued performance of core capabilities and critical operations during any potential incident.

- **Recovery plans**: Post-disaster redevelopment plans or long-term recovery plans developed prior to a disaster enable jurisdictions to effectively direct recovery activities and expedite a unified recovery effort. Pre-incident planning performed in conjunction with community development planning helps to establish recovery priorities, incorporate mitigation strategies in the wake of an incident, and identify options and changes that should be considered or implemented after an incident. Post-incident community recovery planning serves to integrate the range of complex decisions in the context of the incident and works as the foundation for allocating resources. The City of Oakland has developed a Disaster Recovery Framework (DRF) and Recovery Support Functions (RSFs) to support recovery planning efforts and increase resilience.

- **Mitigation plans**: The City of Oakland Local Hazard Mitigation Plan (LHMP) outlines the City's strategy for mitigating the hazards it faces. The Disaster Mitigation Act of 2000 requires jurisdictions seeking certain disaster assistance funding to have approved mitigation plans. Mitigation planning is often a long-term effort and may be part of or tied to the jurisdiction's strategic development plan or similar documents. Mitigation planning committees may differ from operational planning teams in that they include zoning boards, floodplain managers, and individuals with long-term cultural or economic interests. Existing plans for mitigating hazards are relevant to an EOP since both originate from a hazard-based analysis and share similar component requirements.

- **Joint Operational Plans or Regional Coordination Plans**: The City of Oakland is part of the Bay Area Urban Area Security Initiative and the Regional Catastrophic Preparedness Grant Program. As part of these initiatives, Oakland has participated in and developed several regional plans, including debris management plan, mass fatality plan, mass transportation/evacuation plan, volunteer and donations

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[14] U.S. Department of Homeland Security Federal Emergency Management Agency *Comprehensive Preparedness Guide (CPG) 101 Version 2: Developing and Maintaining Emergency Operations Plans*; November 2010 [electronic copy].

management plan, mass care and shelter plan and a logistics plan. These plans describe how the City will coordinate and work with other Bay Area jurisdictions to respond and recover from a catastrophic event. Additionally, the Bay Area Regional Emergency Coordination Plan describes how the state will coordinate its response efforts with the Bay Area jurisdictions through the Cal OES Coastal REOC.

5.5 Relationship between Federal Plans and State Emergency Operations Plans[15]

Federal plans and state EOPs describe each respective government-level approach to emergency operations.

- **State of California Emergency Plan**: The State Emergency Plan (SEP) addresses several operational response functions and describes how to fulfill its mission of providing resources to satisfy unmet needs. These functions focus on actions, such as direction and control, warning, public notification, the state must take during the initial phase of response operations and that fall outside of the federal response mission.

- **The National Response Framework**: The National Response Framework (NRF) is a guide to how the nation conducts all-hazards incident response. The NRF states that each federal department or agency must also plan for its role in incident response. Virtually every federal department and agency possesses resources that a jurisdiction may need when responding to an incident. Some Federal departments and agencies have primary responsibility for specific aspects of incident response, such as hazmat remediation. Others may have supporting roles in providing different types of resources, such as communications personnel and equipment. Regardless of their roles, all federal departments and agencies must develop policies, plans, and procedures governing how they will effectively locate resources and provide them as part of a coordinated federal response. The planning considerations described for response can also guide prevention and protection planning.

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[15] *IBID*

Emergency Operations Centers (EOCs) are responsible for gathering timely, accurate, accessible, and consistent intelligence during an emergency. Situation status reports should create a common operating picture and be used to adjust the operational goals, priorities, and strategies.

To ensure effective intelligence flow, the City of Oakland has established communications systems and protocols to organize, integrate, and coordinate intelligence. The flow of situation reports among the levels of government should occur as shown below.

- Field Situation Status Reports: Field situation status reports should be provided from the Department Operations Centers (DOCs) to the City of Oakland's EOC. This may be done initially verbally but should be provided in writing within the operational period.

- City of Oakland EOC: The City of Oakland EOC will summarize reports received from the field, from DOCs, and other reporting disciplines and report to the Operational Area EOC once each operational period.

- Operational Area EOC: The Operational Area EOC should summarize situation status reports received from EOCs within Alameda County, field units, DOCs, and other reporting disciplines and forward to the California Governor's Office of Emergency Services (Cal OES) Coastal Regional Emergency Operations Center (REOC).

- Coastal REOC: The REOC should summarize situation status reports received from the Operational Area EOC, state field units, state DOCs, and other reporting disciplines and forward to the State Operations Center (SOC).

- SOC: The SOC will summarize situation status reports received from the REOCs, state DOCs, state agencies, and other reporting disciplines and distribute to state officials and others on the distribution list.

- Joint Field Office (JFO): When the JFO is activated to support local, state, and federal coordination, including the Federal Emergency Management Agency (FEMA), the REOC and SOC situation status reports will be assimilated into the JFO situation report. The REOC organization may be collocated with the federal organization at the JFO.

6.1 Information Dissemination Methods

The following are information dissemination methods that will be used by the City of Oakland:

- E-mail

- VEOCI

- AC Alert

- Sharepoint

- Internet communications networks

- Face-to-face

- Internal radio system (800 MHz)

- Cellular phones

- Satellite phones

- Facsimile machines

- Couriers

- California Emergency Services Radio System (CESRS)

- Amateur Radio Emergency Services (ARES)/Radio Amateur Civil Emergency Services (RACES) (Amateur Radio Operators)

- Written messages

- Status boards and visuals in the EOC

- KTOP Master Control

- Government Emergency Telecommunications Service (GETS)

6.2 Critical Information Needs and Collection Priorities

The Planning and Intelligence Section is responsible for gathering information to support decision-making in accordance with established operational priorities. The EOC Director will establish information collection priorities. Table 6-1 summarizes the essential elements of information necessary for timely decision-making and for the enhancement of operations.

Table 6-1: Essential Elements of Information

Area or Infrastructure	State and Local Level (Via VEOCI, field representatives, conference call with the EOC, Op Area, and REOC, e-mail, and internet. GIS maps identifying parcels and blocks that are affected by declared emergency will be available in the EOC.)	Federal Level (Via WebEOC/VEOCI, conference call with FEMA, EOC, Op Area, and REOC, email, and internet)
Utilities and Infrastructure[21] Information needed: System disruptions and failures (including location, customers	- California Independent System Operator (CAISO) - Department of Water Resources (DWR).	- FEMA - Federal Emergency Regulatory Commission - Bureau of Reclamation - Army Corps of Engineers

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[21] Utilities and Infrastructure includes energy systems (electric, gas), water delivery, wastewater treatment, dams, and telecommunications (both emergency telecom and general user).

Area or Infrastructure	State and Local Level (Via VEOCI, field representatives, conference call with the EOC, Op Area, and REOC, e-mail, and internet. GIS maps identifying parcels and blocks that are affected by declared emergency will be available in the EOC.)	Federal Level (Via WebEOC/VEOCI, conference call with FEMA, EOC, Op Area, and REOC, email, and internet)
impacted, expected time of resumption, and cause)	- State Water Resource Control Board (SWRCB) - Department of Health Care Services - Department of Public Health - Department of General Services - California Energy Commission - California Public Utilities Commission - California Utilities Emergency Association (CUEA) - Utilities representatives in EOC Operational Areas - News Reports - Utilities Branch - Field Units	- Nuclear Regulatory Commission/Nuclear Power Plants - News Reports - Field Units
Transportation Information needed: Disruptions to air, rail, ship, and transportation	- Caltrans for state highways - California Highway Patrol for state highways and local thoroughfare - Operational Areas - News Reports - Field Units	- FEMA - Coast Guard - Federal Aviation Administration - National Transportation Safety Board - Department of Transportation - News Reports - Field Units
Medical/Health Information needed: Equipment failures, disruptions in medical supplies, facility problems,	Emergency Medical Services Agency (Including the Medical Health Operational Area Coordinator and the	- Centers for Disease Control (CDC) - FEMA - Food and Drug Administration

Area or Infrastructure	State and Local Level (Via VEOCI, field representatives, conference call with the EOC, Op Area, and REOC, e-mail, and internet. GIS maps identifying parcels and blocks that are affected by declared emergency will be available in the EOC.)	Federal Level (Via WebEOC/VEOCI, conference call with FEMA, EOC, Op Area, and REOC, email, and internet)
medical evacuation needs, etc.	Regional Disaster Medical Health Coordinator) • Alameda County Department of Public Health • California Department of Public Health Office of Statewide Health Planning and Development • Operational Areas and local EMS • News Reports • Field Units	• News reports • Field Units
Hazardous Materials Information needed: Releases, exposures, damage, supply, and supply disruptions casualties, evacuations, damage, supply, and supply disruptions	• Alameda County Environmental Health Certified Unified Program Agency (CUPA) • California Department of Toxic Substances Control (DTSC) • Cal OES (Warning Center) • California Environmental Protection Agency (CalEPA) • CalOSHA • Department of Health Services • California Public Utilities Commission • Operational Areas • News reports • Field Units	• FEMA • EPA • Coast Guard • National Response Center • Department of Homeland Security • Department of Energy • Department of Agriculture • Department of Energy • Department of Agriculture • Department of Health and Human Services (HHS) • Department of Transportation
Public Events/Occurrence Information needed: Potential problems at any anticipated events,	• Law Enforcement Branch Coordinators • Operational Areas • News Reports	• FEMA • Department of Justice • Department of Defense

Area or Infrastructure	State and Local Level (Via VEOCI, field representatives, conference call with the EOC, Op Area, and REOC, e-mail, and internet. GIS maps identifying parcels and blocks that are affected by declared emergency will be available in the EOC.)	Federal Level (Via WebEOC/VEOCI, conference call with FEMA, EOC, Op Area, and REOC, email, and internet)
including civil unrest, law enforcement, and fire mutual aid shortfalls, etc.	• Permits Issued • Field Units	
Social Service Systems Information needed: Problems with schools, banking, human care services, payments, and general commerce	• Operational Areas • News Reports • Private Sector • Community-Based Organizations • Field Units	• FEMA • Department of Commerce • Department of Education • HHS

6.3 EOC Action Plans – Situation and Analysis

The City of Oakland will share situation status and analysis through the use of EOC Actions Plans in conjunction with regularly scheduled EOC briefings (usually one briefing conducted early in each operational period or as needed).

The primary focus of the EOC Action Plan should be on jurisdictional issues. The plan sets overall objectives for the jurisdiction and may establish the priorities as determined by the jurisdictional authority. It can also include mission assignments to departments, provide policy and cost constraints, and incorporate interagency considerations. Properly prepared, the EOC Action Plan becomes an essential input to developing departmental action plans.

Action planning at all EOC levels, like that of the field level, is based around the use of an operational period. The length of the operational period for the EOC is determined by first establishing a set of objectives and priority actions that need to be performed and then establishing a reasonable time frame for accomplishing those actions. Generally, the actions requiring the longest time period will define the length of the operational period.

Typically, operational periods at the beginning of an emergency are short, sometimes only a few hours. As the emergency progresses, operational periods may be longer, but should not exceed 24 hours. Operational periods should not be confused with staffing patterns or shift change periods. They may be the same, but need not be.

The initial EOC Action Plan may be a verbal plan put together in the first hour after EOC activation. The verbal plan is usually put together by the EOC Director in concert with the General Staff. Once the EOC is fully activated, EOC Action Plans should be written.

EOC Action Plans should not be complex or time-consuming. The format may vary somewhat within the several EOC National Incident Management System (NIMS)/Standardized Emergency Management System (SEMS) levels, but the EOC Action Plan should generally cover the following elements:

- Situation Status

- Listing of objectives to be accomplished (should be specific, measurable, achievable, relevant, and time-oriented [SMART])

- Statement of current priorities related to objectives

- Resources needed

- Potential issues and problems

- Statement of strategy(s) to achieve the objectives (identify if there is more than one way to accomplish the objective, and which way is preferred)

- Assignments and actions necessary to implement the strategy

- Operational period designation (that is, the time frame necessary to accomplish the actions)

- Organizational elements to be activated to support the assignments (later EOC Action Plans may list organizational elements that will be activated during or at the end of the period)

- Logistical or other technical support required

6.3.1 Displaying Information

The EOC's major purpose is accumulating and sharing information to ensure coordinated and timely emergency response. Therefore, status boards for tracking emergency activities will be made available for use in both the primary and alternate EOCs. All EOC sections must maintain display devices so that other sections can quickly comprehend what actions have been taken and what resources are available, and to track the damage in the City of Oakland resulting from the disaster. The Planning and Intelligence Section is responsible for coordinating display of information. All display charts, boards, and materials are stored in the EOC.

At the onset of any disaster, a significant events log should also be compiled for the duration of the emergency situation. Key disaster related information will be recorded in the log (that is, casualty information, health concerns, property damage, fire status, size of risk area, scope of the hazard to the public, number of evacuees, etc.). The posting of the significant events log is the responsibility of the Planning and Intelligence Section. The significant events log may be maintained in WebEOC.

6.4 After Action Repots

The completion of an After Action Report (AAR) is a part of the required NIMS/SEMS reporting process and requires that all cities and counties submit within 90 days a copy of the after action report to Cal OES.

Section 2450(a) of the NIMS/SEMS regulations states that:

"Any city or county declaring a local emergency for which the governor proclaims a state of emergency, and any state agency responding to that emergency shall complete and transmit an After Action Report to Cal OES within ninety (90) days of the close of the incident period as specified in the California Code of Regulations, section 2900(j)."

6.4.1 Use of After Action Reports

AARs are made available to all interested public safety and emergency management organizations and serve the following important functions:

- Document response activities.

- Identify problems/successes during emergency operations.

- Analyze effectiveness of the components of NIMS/SEMS.

- Describe and define a plan of action for implementation of improvements.

The NIMS/SEMS approach to implementing AARs emphasizes the improvement of emergency management at all levels. The AAR provides a vehicle for not only documenting system improvements, but also can, if desired, provide a work plan for how these improvements can be implemented.

It may be useful to coordinate the AAR process when multiple agencies/jurisdictions are involved in the same emergency. Jurisdictions are encouraged to work together in the development of AARs when appropriate and feasible. For example, an Operational Area may take the lead in coordinating the development of an AAR that involves several jurisdictions. If appropriate, jurisdictional reports may become part of an overall operational area report.

6.5 Advanced Planning and Technical Services Needed for Information Collection and Dissemination

The EOC and its personnel must be prepared with the tools and contacts to be able to identify, research, collect, and analyze the information required to make informed and timely decisions. This means that individuals have been pre-assigned and have received the appropriate training and requirements (for example, security clearances).

The City of Oakland Emergency Management Services Division (EMSD) has pre-designated individuals with security clearances to receive intelligence information from the Northern California Regional Intelligence Center (NCRIC).

The City of Oakland has established communication, alert, and notification systems to obtain information from local, Operational Area, regional, state, and national systems and services. The City of Oakland receives the following types of alerts from California State Warning Center and/or directly from warning centers:

- California State Warning Center: Cal OES operates the California State Warning Center (CSWC), which is staffed 24 hours per day, 365 days per year to serve as the official state-level point of contact for emergency notifications. From this center, Warning Center personnel maintain contact with County Warning Points, state agencies, federal agencies, and the National Warning Center in Berryville, Virginia. The CSWC reports any alerts or warning to the Operational Area and to the City of Oakland via e-mail.

- Earthquake Notifications: The CSWC receives notification of earthquakes from the California Integrated Seismic Network (CISN), National Earthquake Information Center (NEIC), and the United States Geological Survey (USGS). CISN is a statewide network that provides the basic information for California earthquakes shown on the CISN Display. The CISN Display is an Internet-based rapid earthquake notification system that receives earthquake information from networks world-wide. The CSWC reports any alerts or warning to Operational Area and to the City of Oakland via e-mail

- Tsunami Notifications: The CSWC receives tsunami notifications from the Alaska Tsunami Warning Center via the National Weather Service (NWS) and the National Warning Center.

- Weather Notifications: The City of Oakland receives notification of severe weather from the NWS.

- Energy Notifications: The California Independent Systems Operator (California ISO) monitors the California power grid, which consists of a network of long-distance high voltage transmission lines and substations that carries bulk electricity to local utilities for distribution to their customers. When the grid is unable to meet electrical demands, the California ISO will direct utilities to reduce their load and issue emergency notices of energy interruptions. The CSWC will be contacted by the California ISO when the operating reserves reach these critical levels.

- Hazardous Materials/Oil Spill Release Notifications: In accordance with state law, handlers, any employees, authorized representatives, agents, or designees of handlers shall, upon discovery, immediately report any release or threatened release of hazardous materials to the CSWC. The CSWC reports any alerts or warning to the Operational Area and to the City of Oakland.

- Nuclear Power Plant Notifications: The CSWC receives notifications of nuclear power plant incidents directly from Diablo Canyon. The Cal OES Nuclear Power Plant Program coordinates with decommissioned plant San Onofre[22] and retired plant Rancho Seco. Secondary notifications may be received from the affected county sheriff's departments via California Law Enforcement Telecommunications System (CLETS), and California Law Enforcement Radio System (CLERS).

- CLETS and CLERS: The City of Oakland receives direct notifications from these systems.

The City of Oakland has purchased and maintained several information gathering and dissemination systems that are used in the EOC. See Section 7 for more information on these systems.

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[22] Decommission in process. Decommission dates: Unit 1 – 1992, Units 2 & 3 – Plan announced 2013.

Emergency communications is defined as the ability of emergency responders to exchange information via data, voice, and video. Emergency response at all levels of government must have interoperable and seamless communications to manage emergencies, establish command and control, maintain situational awareness, and function under a common operating picture for a broad spectrum of incidents.

Emergency communications consists of three primary elements:

- Operability: The ability of emergency responders to establish and sustain communications in support of the operation.

- Interoperability: The ability of emergency responders to communicate among jurisdictions, disciplines, and levels of government using a variety of communication mediums. System operability is required for system interoperability.

- Continuity of Communications: The ability of emergency response agencies to maintain communications in the event of damage to or destruction of the primary infrastructure.

7.1 Emergency Operations Center Communications

Communications are provided in the Fire and Police dispatch centers and the Emergency Operations Center (EOC). Communication facilities will be staffed continuously during emergencies by City of Oakland personnel or appropriately trained volunteers. The Logistics Section is responsible for communications.

The EOC has a wide variety of communication systems:

- **Telephone communications**: The EOC has several dedicated telephones (ShoreTel) lines. A directory will be published of the selected telephones that will be used in an activation of the EOC. The Information Technology Department (ITD) staff will assist with identifying which telephones will be used. Telephone communications will be handled from a phone bank (message center) set up by the Emergency Management Services Division (EMSD)/Oakland Police Department (OPD) Management Center and managed by the Emergency Public Information Team (EPIT). Additional ShoreTel telephones can be installed by ITD telecommunications technicians as required.

- **Cellular phone and satellite phone communications**: Certain key City of Oakland executives have cellular phones and satellite phones assigned to them on a regular basis. During emergencies, cell to cell communications may be a reliable form of communicating. Individuals who have this means of communications should utilize it to enhance their and others' capabilities for uninterrupted communications. If feasible and available, other employees may be temporarily issued cell phones or satellite phones for emergency communication purposes. The City key staff Emergency Notification List and satellite emergency phone list are located at Fire Dispatch Center (FDC) and a copy is maintained by EMSD. The FDC Supervisor will make the appropriate contacts as needed.

- **Government Emergency Telecommunications Service (GETS)**: City of Oakland agencies who are responsible for emergency preparedness and response have issued GETS cards to designated employees. Individuals who need to communicate during an emergency carry a personal calling card. GETS is to be used when City of Oakland employees are unable to complete emergency calls through normal or alternate telecommunications means.

- **Radio communications**: The Oakland Police Dispatch Center (PDC) and Oakland FDC will control both the internal radio systems and any utilization of the California Emergency Services Radio System (CESRS) & California Law Enforcement Emergency Transmittal System (CLETS).

- The Oakland Public Works Department uses 800 MHz radios in the Department Operations Center (DOC). Communications during emergencies is critical. The term communication herein refers to equipment, documentation, and reports, displays, and other means of transmitting information from one person to another.

- Amateur Radio Emergency Services (ARES)/ Radio Amateur Civil Emergency Services (RACES): The EOC facility has a designated radio room for (HAM) amateur radio operators, and a backup 800 MHz radio workstation for OPD and OPD handheld radios.

- **VEOCI:** The City of Oakland uses VEOCI, a web-based information sharing and management tool for emergency management. VEOCI is used in the EOC, as well as by individual agencies/departments and DOCs. In the Oakland EOC, VEOCI will be primarily operated by the Planning and Intelligence Section staff with input from other sections. VEOCI enables the efficient development and sharing of situation and resource reports and the EOC Action Plan. The following reports are available on VEOCI:

  - Significant Events Log

  - Situation Status Reports

  - Damage Assessment

  - Resource Requests

  - Resource(s) Available

The City of Oakland may be able to use VEOCI to communicate with other local jurisdictions agencies, and the state, if they are also using the VEOCI platform.

- **AC Alert:** AC Alert is a mass emergency notification system that disseminates protective measures for City of Oakland residents and visitors, as well as for internal City use for emergency incidents.

7.1.1   Conference Calls

Conference calls can provide a very useful and timely method of communication when used properly. They are especially useful to augment existing reporting mechanisms (for example, WebEOC reports). Regularly scheduled conference calls can avoid an uncontrolled stream of information and requests from a variety of sources that can be disruptive to EOC activities. EOC personnel should anticipate participating in conference calls at regular intervals among the following:

- Federal Emergency Management Agency (FEMA) and key federal agencies, the State Operations Center (SOC) and key state agencies, and Regional Emergency Operations Centers (REOCs)

- REOCs and their respective Operational Areas

- Operational Areas and their respective cities and special districts

- DOCs

7.2 Interoperability Communication Plans

In 2006 the City of Oakland developed and adopted the Oakland Alameda County Contra Costa County Urban Area Tactical Interoperable Communications Plan (TICP). The TICP describes interoperable communications resources available within the urban area, who controls each resource, and what rules of use or operational procedures exist for the activation and deactivation of each resource. The following is a list of all interoperable equipment in Oakland.

- **Swap Radio**: "Swapping radios" refers to maintaining a cache of standby radios that can be deployed to support regional incidents. These radios may be from a regional cache or from a participating agency. This allows all responders to use a common, compatible set of radios during an incident. These radios have been deployed on a long-term basis to allow interoperability between agencies.

- **Shared Channels**: "Shared channels" refers to common frequencies or channels (such as those of a participating agency) that have been established and are programmed into radios to provide interoperable communications among agencies.

- **Gateway**: "Gateway" systems interconnect channels of different systems (whether on different bands or modes). These gateways allow first responders to interconnect their existing radios and channels with the channels of users outside of their agencies. The City of Oakland is currently the only agency with a fixed gateway and a mobile gateway.

- **Shared System**: "Shared systems" refers to the use of a single radio system infrastructure to provide service to most Public Safety agencies within a region.

7.2.1   Rules of Use

The following rules apply to the use of radio caches, shared channels, gateways, and shared systems.

Examples of proper use of the interoperable channels:

- As working channels for multiple fire departments fighting a fire together

- For coordination during a police chase through multiple jurisdictions where the agencies have no other communications link with each other

- For communications during extended joint operations between multiple police agencies such as drug operations, riots, etc.

- For coordination during recovery operations after a disaster such as a hurricane when local, state, and federal officials require a common communications link

Examples of improper use of the interoperable channels:

- To support the administrative functions of a fire department which has a mutual aid agreement with an adjacent fire department to provide "move up" capability when a fire unit leaves its own coverage area

- To provide an extra working channel for a non-urgent, non-critical event

- To provide a surveillance channel for use between members of the same public safety agency

Other rules of use:

- They must follow National Incident Management System (NIMS) principles.

- The designated Incident Commander (IC) may limit the interoperable channel to command level staff during emergency incidents with multiple agencies.

- Connectivity between agencies shall only be requested for working emergency incidents as defined by Interoperable Communications Policy Group.

- Agencies will identify themselves by agency name and designated call sign/radio designator.

- Person calling should identify who they are calling and themselves.

- All messages should be in plain language. Radio codes (9-, 10-, and 11-Codes), acronyms, and abbreviations should not be used. Additionally, it should be understood that plain words such as "help", "assistance", "repeat" and "backup" may have different operational meanings to different agencies. The word "help" should not be used alone unless in the context of a life- threatening situation. Requests for assistance or backup should clarify the reason for the request.

- Communications during an incident should be compliant with NIMS by using the NIMS identifier, (that is, operations, logistics, command, information, liaison) with the agency name and unit number.

- The requesting agency's dispatcher should monitor the radio traffic between units and advise

- the control point when the patch can be deactivated.

- All encrypted radio users will be required to work in the "clear" mode.

7.3 Public Information

7.3.1   The City of Oakland has several avenues to disseminate information to the public:

- The City of Oakland has adopted an Emergency Public Information Operations (EPIO) Manual. This manual establishes an EPIT that is responsible for disseminating information to the public during a disaster. For more information, see the Emergency Public Information Operations Manual. The EPIT Leader will coordinate the City of Oakland participation in the regional Joint Information Center (JIC)/Joint Field Office (JFO).

- AC Alert is a mass emergency notification system that disseminates protective measures for City of Oakland residents and visitors, as well as for internal City use for emergency incidents.

- The Bay Area Emergency Public Information Network, formed by many Bay Area Public Information Officers (PIOs), fosters increased coordination and collaboration among the PIOs in the region.

- Emergency Alert System (EAS) and the Emergency Digital Information System (EDIS), which can distribute messages from the National Weather Service (NWS); California State Warning Center (CSWS), the Law Enforcement Radio System, and other proprietary media.

- Telephone services such as 2-1-1 (operated by Eden Information and Referral [I&R]) that provide non-emergency referrals to social services.

- The City of Oakland has an established outdoor public warning siren system. The sirens are primarily designed to alert a shelter in place notification, but can be used for other types of alerts and warnings. Siren testing is conducted on a monthly basis on the first Wednesday of each month at 12 p.m.

- Other media including internet websites, text messaging services, and technology are utilized by the City of Oakland to further reach people, including those with disabilities and others with access and functional needs.

The City of Oakland (City) Office Emergency Management Services Division (EMSD) of the Fire Department is responsible for the overall maintenance (review and update) of this Emergency Operations Plan (EOP) and for ensuring that changes and revisions are prepared, coordinated, published, and distributed. The Emergency Support Function (ESF) annexes and the incident-specific annexes describe the department/agency responsible for those documents.

This EOP will be reviewed annually or post incident and updated based on deficiencies identified in simulated or actual use or due to organizational or technological changes. All changes shall be recorded by the receiving department or agency.

Revisions to the EOP will be forwarded to all department/agency assigned responsibilities in the plan. Contact names and telephone numbers (that is, Emergency Operations Center [EOC] staff, departments or agencies, special facilities, schools, etc.) shall be maintained by EMSD and available at the EOC.

An executive summary of this EOP is available to the public and can be found on the Oakland EMSD website.

8.1 Plan Development

The 2023 update to the EOP builds upon the detailed planning work conducted as part of the 2012 and 2017 plan development process. This plan was developed following Comprehensive Preparedness Guide (CPG 101) version 2: Developing and Maintaining Emergency Operations Plans guidelines. As described in CPG 101, the plan was developed using community-based planning techniques so that it accurately reflects the population of the City of Oakland, including accounting for people with disabilities and others with access and functional needs. The plan included participation from stakeholders from City agencies and departments as well as Alameda County. This plan has been updated to reflect changes to the City of Oakland organization and legislation.

The plan was also developed using a risk-based framework. The City's Local Hazard Mitigation Plan (LHMP) serves as the foundation for this plan. Section 2 references the types of hazards and threats that face the City. Incident-specific annexes have been developed to address the most common and/or highest risk threats.

The planners creating this EOP also consulted and ensured that this plan aligned with the California State Emergency Plan (SEP) and the Bay Area Regional Emergency Coordination Plan (RECP). Individual department emergency plans and procedures were also incorporated into this plan and are evident in Section 4 of this EOP and in the ESF annexes.

This plan fully complies with the Standardized Emergency Management System (SEMS).

8.1.1   Emergency Operations Plan Revision Process

To maintain EOP capabilities and to be prepared for any emergency or disaster that may affect the City of Oakland, EMSD developed and maintains a multiyear EOP plan revision strategy. Table 8-1 provides a standardized list of activities necessary to monitor the dynamic elements of the EOP and the frequency of their occurrence.

Section 8: PLAN MAINTENANCE AND DISTRIBUTION

Table 8-1: EOP Maintenance Standards

Activity	Tasks	Frequency
Plan update and certification	☐ Review entire plan for accuracy ☐ Incorporate lessons learned and changes in policy and philosophy. ☐ Manage distribution.	Annually
Train new EMSD staff	☐ Conduct EOP training for new EMSD staff.	Within 90 days of appointment
Orient new policy officials and senior leadership	☐ Brief officials on existence and concepts of the EOP.	Within 90 days of appointment
Plan and conduct exercises	☐ Brief officials of their responsibilities under the EOP. ☐ Conduct internal EOP exercises. ☐ Conduct joint exercises with ESFs. ☐ Support and participate in state- and local-level exercises.	Semiannually, annually, or as needed

In addition, EMSD has a rolling EOP Maintenance Schedule that ensures that the entire EOP is updated on an annual basis throughout the year, shown in Table 8-2. The schedule provides a recommended timeframe for updating the base plan, ESFs, and incident-specific annexes. The entire plan must be revisited at least annually and whenever each annex is activated and/or exercised. The schedule provides a recommended timeframe for updating the base plan, ESFs, and incident-specific annexes.

Various components or the entire EOP may be revised out-of-schedule if a real or simulated incident has occurred and there are significant lessons learned that should be changed in the EOP or any of its supporting annexes. The EOP should also be changed to reflect changes in administration or to reflect new resources, training. Changes to phone numbers and contact information should be made throughout the year.

Oakland EMSD will schedule meetings with various City department and agencies as well as community groups to help facilitate the revision of the various components of this EOP.

Table 8-2: Emergency Operations Plan Maintenance Quarterly Schedule

Quarter	EOP Sections
Quarter 1	EOP ESF #5 – Management Incident-Specific Annexes: Earthquake, Wildland Fire, Civil Unrest, Severe Weather, Tsunami, Terrorism

Quarter	EOP Sections
Quarter 2	ESF #4 – Firefighting ESF #9 – Search and Rescue ESF #10 – Hazardous Material #1 – Transportation ESF #13 – Law Enforcement ESF #16 – Evacuation
Quarter 3	ESF #2 – Communications ESF #3 – Public Works and Engineering ESF #14 – Recovery ESF #12 – Utilities ESF #15 – Public Information ESF #7 – Resources
Quarter 4	ESF #6 – Mass Care and Shelter ESF #8 – Public Health and Medical ESF #11 – Food, Agriculture, and Animal Services ESF#17 – Volunteer and Donations Management

Department Emergency Plans and Procedures

Each City department/agency should develop or revise their own emergency plans and procedures to reflect the concepts described within this EOP. This revision should be done an annual basis.

Additionally, City departments/agencies should review this EOP, in particular sections that are directly related to the department/agency (for example, an ESF annex where the agency has a lead or supporting role) and provide feedback to Oakland EMSD.

The following authorities form the basis for the organizational and planning principles presented in this Emergency Operations Plan (EOP).

The City of Oakland EOP will integrate with county, state, and federal emergency plans and programs to provide the most effective and timely support as possible to the City of Oakland community in the event of major emergency or disaster.

City of Oakland departments and agencies will develop appropriate plans and procedures to carry out the emergency responsibilities assigned to them in the EOP.

9.1 Local

- Oakland Administrative Instructions
- City of Oakland Municipal Code, Title 2: Administration and Personnel, Chapter 2.20
- City of Oakland Municipal Code, Title 2: Administration and Personnel, Chapter 2.29
- City of Oakland Municipal Code, Title 2: Administration and Personnel, Chapter 2.30
- City of Oakland Municipal Code, Title 15: Buildings and Construction, Chapter 15
- City of Oakland Municipal Code, Title 8: Health and Safety, Chapter 8.50
- City of Oakland Municipal Code, Title 13: Public Services, Chapter 13.16
- The City Charter, Article II
- City of Oakland Resolution No. 11053 C.M.S., Series 1939, "Adopting the California Master Mutual Aid Agreement," April 25, 1951
- City of Oakland Resolution No. 88706 C.M.S., "Adopting the 2021-2026 Oakland Local Hazard Mitigation Plan as an Amendment to the Safety Element of the General Plan," June 15, 2021

9.2 Alameda County

- County of Alameda Administrative Code, Title 2, Chapter 2.118, "Civil Defense," June 30, 2002

9.3 Regional

- Bay Area Urban Areas Security Initiative (UASI) approval authority MOU

9.4 State of California

- California Emergency Services Act (CA GOV Code §8550 et seq.)
- Accessibility to Emergency Information and Services (CA Gov. Code §8593.3)
- Disaster Services Workers (California Labor Code, §3211.92)
- State of California Emergency Plan (SEP), State of California, Cal EMA, 2009
- California Disaster Assistance Act
- California Disaster and Civil Defense Master Mutual Aid Agreement
- Standardized Emergency Management System Regulations (19 California Code of Regulations [CCR] §2400-2450)

- Disaster Assistance Act Regulations (19 CCR §2900-2999.5)

- Local Emergency Prevention Measures for County Health Official: California Health and Safety Code §101040

- Orders and Regulations that may be selectively promulgated by the Governor during a State of Emergency

- Orders and Regulations that may be selectively promulgated by the Governor during a State of War Emergency

9.5 Federal

- Robert T. Stafford Emergency Disaster Relief and Emergency Assistance Act (42 U.S. Code [USC] §5121 et seq.) as amended

- Federal Disaster Relief Regulations (44 Code of Federal Regulations [CFR] Part 206)

- Homeland Security Presidential Directive 5: Management of Domestic Incidents, February 2003

- Homeland Security Presidential Directive 21: Public Health and Medical Preparedness, October 2007

- Presidential Policy Directive 8: National Preparedness, March 2011

- National Response Plan, U.S. Department of Homeland Security, December 2004

- National Response Framework, U.S. Department of Homeland Security, May 2013

- Americans with Disabilities Act of 1990 (ADA) (42 USC §§ 12101-12213) as amended

- Federal Civil Defense Act of 1950 (Public Law [PL] 81-950), as amended

- Disaster Relief Act of 1974 (PL 93-288) as amended

Section 10: GLOSSARY

All-Hazards: Describes all incidents, natural or human-caused, that warrant action to protect life, property, environment, and public health or safety and to minimize disruptions of government, social, or economic activities.

Emergency Management: The preparation for, the mitigation of, the response to, and the recovery from emergencies and disasters. Specific emergency management responsibilities include, but are not limited to the following:

- Reduction of vulnerability of people and communities to damage, injury, and loss of life and property resulting from natural, technological, or human-caused emergencies or hostile military or paramilitary action

- Preparation for prompt and efficient response and recovery to protect lives and property affected by emergencies

- Response to emergencies using all systems, plans, and resources necessary to preserve adequately the health, safety, and welfare of persons or property affected by the emergency

- Recovery from emergencies by providing for the rapid and orderly start of restoration and rehabilitation of persons and property affected by emergencies

Emergency Manager: Staff member who is in charge of the emergency management agency and serves as the EOC Manager when the City of Oakland EOC is activated.

Emergency Management Assistance Compact (EMAC): A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected state can request and receive assistance from other member states quickly and efficiently, resolving two key issues up front: liability and reimbursement.

Emergency Operations Center (EOC): A designated site from which public, private, or voluntary agency officials can coordinate emergency operations in support of on-scene responders.

Emergency Operations Plan (EOP): Overview of City of Oakland's emergency response organization and policies. It cites the legal authority for emergency operations, summarizes the situations addressed by the EOP, explains the general concept of operations, and assigns responsibilities for emergency planning and operations.

Emergency Support Function (ESF): A functional emergency management responsibility established to facilitate assistance required during mitigation, preparedness, response, and recovery to save lives, protect health and property, and maintain public safety.

ESF Assignment Matrix: Organizational grouping of all primary and supporting agencies with responsibilities for ESFs.

ESF Coordinating Agency: The ESF Coordinating Agency is the entity with management oversight for that particular ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management. Responsibilities of the ESF Coordinating Agency include:

- Coordination before, during, and after an incident, including pre-incident planning and coordination

- Maintaining ongoing contact with ESF primary and support agencies

- Conducting periodic ESF meetings and conference calls

- Coordinating efforts with corresponding private-sector organizations

- Coordinating ESF activities relating to catastrophic incident planning and critical infrastructure preparedness, as appropriate.

ESF Primary Agency: Agency assigned primary responsibility to manage and coordinate a specific ESF. Primary agencies are designated based on their having the most authorities, resources, capabilities or expertise relative to accomplishment of the specific emergency support function.

ESF Supporting Agency: Entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF.

Federal Emergency Management Agency (FEMA): Agency of the U.S. government tasked with disaster mitigation, preparedness, response, and recovery planning.

Finance and Administration Section: EOC section responsible for tracking incident costs and reimbursement accounting.

Homeland Security Presidential Directive (HSPD) 5: Enhances the ability of the United States to manage domestic incidents by establishing a single, comprehensive National Incident Management System.

Incident Command System (ICS): An all-hazards, on-scene functional management system that establishes common standards in organization, terminology, and procedures.

Joint Information Center (JIC): The primary location for the coordination of media relations located in or near the emergency operations center.

Joint Information System (JIS): Provides the public with timely and accurate incident information and unified public messages. This system employs Joint Information Centers and brings incident communicators together during an incident to develop, coordinate, and deliver a unified message. This will ensure that federal, state, and local levels of government are releasing the same information during an incident.

Local Government: Local municipal governments, special districts, and other government authorities created under county or municipal legislation.

Local Nonprofits: Nonprofit agencies active in providing local community services that can either provide assistance during an emergency or would require assistance to continue providing their service to the community. The American Red Cross is an example of a local nonprofit under this category.

Logistics Section: EOC section that provides facilities, services, and materials, including personnel to operate the requested equipment for the incident support.

National Incident Management System (NIMS): A systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment.

National Response Framework (NRF): The guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies. It establishes a comprehensive, national, all-hazards approach to domestic incident response.

Operations Section: EOC section that directs and coordinates all operations and assists the Director of OES in development of incident operations.

Section 10: GLOSSARY

Planning and Intelligence Section: EOC section responsible for the collection, evaluation, dissemination, and use of information about the development of the incident and status of resources.

Policy Group: Consists of executive decision-makers that are needed to collaborate to manage the consequences of the disaster. This group makes critical strategic decisions to manage the emergency.

Public Information: Emergency information that is gathered, prepared, and coordinated for dissemination during a disaster or major event.

Safety/Security: Safety/security is monitored and measures are developed for ensuring a safe and secure environment in which to run emergency operations.

State Liaison: Individual appointed by the California Governor's Office of Emergency Services (Cal OES) to act as liaison during emergency periods to coordinate state actions for providing effective coordination and communications during the event.

Standard Operating Procedures (SOPs): States in general terms what the guideline is expected to accomplish.

AAPI	Asian American and Pacific Islander
AAR	After Action Report
ABAG	Association of Bay Area Governments
ACAMS	Automated Critical Asset Management System
ACDEH	Alameda County Department of Environmental Health
AlCoVOAD	Alameda County Voluntary Organizations Active in Disaster
ARES	Amateur Radio Emergency Services
ARC	American Red Cross
BART	Bay Area Rapid Transit
C-MIST	Communication, Medical, Independence Maintenance, Supervision, and Transportation
CAA	Critical Asset Assessments
CAISO	California Independent System Operator
CalEPA	California Environmental Protection Agency
Cal OES	California Governor's Office of Emergency Services
CDC	Centers for Disease Control
CDAA	California Disaster Assistance Act
CISN	California Integrated Seismic Network
CI/KR	Critical Infrastructure and Key Resources
CESRS	California Emergency Services Radio System
CLETS	California Law Enforcement Emergency Transmittal System
CMS	Consumable Medical Supplies
COOP	Continuity of Operations
CONOPS	Concept of Operations
CUPA	Certified Unified Program Agency
CSWC	California State Warning Center

Section 11: LIST OF ABBREVIATIONS AND ACRONYMS

CUEA	California Utilities Emergency Association
DHS	Department of Homeland Security
DME	Durable Medical Equipment
DOC	Department Operations Center
DRF	Disaster Recovery Framework
DSW	Disaster Service Worker
DTSC	California Department of Toxic Substances Control
EAS	Emergency Alert System
EBMUD	East Bay Municipal Utility District
EDIS	Emergency Digital Information System
E-FNC	Emergency Operations Center Functional Needs Coordinator
EIDL	Economic Injury Disaster Loan
EMAC	Emergency Management Assistance Compact
EMMA	Emergency Management Mutual Aid
EMS	Emergency Medical Services
EMSA	California Emergency Medical Services Authority
EMSD	Emergency Management Services Division
EOC	Emergency Operations Center
EOP	Emergency Operations Plan

EPIO	Emergency Public Information Office
EPIT	Emergency Public Information Team
ESA	California Emergency Services Act
ESF	Emergency Support Function
FAST	Functional Assessment Service Team
FBI	Federal Bureau of Investigation
FDC	Fire Dispatch Center
FEMA	Federal Emergency Management Agency
FOUO	For Official Use Only
GETS	Government Emergency Telecommunications Service
GIS	Geographic Information Systems
HHS	Department of Health and Human Services
HSPD	Homeland Security Presidential Directive
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System

Section 11: LIST OF ABBREVIATIONS AND ACRONYMS

IDE	Initial Damage Estimate
IMAT	Incident Management Assistance Team
IND	Improvised Nuclear Device
ITD	Information Technology Department
JFO	Joint Field Office
JIC	Joint Information Center
LDRM	Local Disaster Recovery Manager
LHMP	Local Hazard Mitigation Plan
LTRO	Long-Term Recovery Organization
MAC	Multi-Agency Coordination
MACS	Multi-Agency Coordination System
MHOAC	Medical Health Operational Area Coordinator
MMAA	Master Mutual Aid Agreement
MOA	Memoranda of Agreement
MOU	Memoranda of Understanding
NCRIC	Northern California Regional Intelligence Center
NDRF	National Disaster Recovery Framework

NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NRF	National Response Framework
NWS	National Weather Service
OES	Office of Emergency Services
OFD	Oakland Fire Department
OPD	Oakland Police Department
OPW	Oakland Public Works Department
OUSD	Oakland Unified School District
PCII	Protected Critical Infrastructure Information
PDA	Preliminary Damage Assessment
PDC	Police Dispatch Center
PIO	Public Information Officer
RACES	Radio Amateur Civil Emergency Services
RDD	Radiological Dispersal Devices
RECP	Regional Emergency Coordination Plan
REIA	Race and Equity Impact Analysis
REOC	Regional Emergency Operations Center
RRCC	Regional Response Coordination Center

RSF	Recovery Support Function
RTTAC	Regional Terrorism Threat Assessment Centers
SAR	Search and Rescue
SBA	Small Business Administration
S-FNC	Shelter Functional Needs Coordinator
SEMS	Standardized Emergency Management System
SEP	California State Emergency Plan
SMS	Short Message Service
SOC	State Operations Center
SSI	Security Sensitive Information
STTAC	State Terrorism Threat Assessment Center
STTAS	State Terrorism Threat Assessment System
TICP	Tactical Interoperable Communications Plan
TLO	Terrorism Liaison Officers
UASI	Urban Area Security Initiative
UC	Unified Command
UCP	Unified Command Post
USGS	United States Geological Survey
WCAG	Web Content Accessibility Guidelines
WUI	Wildland-Urban Interface